

Special Report
Kansas City, Missouri Police Department
Opportunities for Civilianization

September 1998

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City of Kansas City, Missouri

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Members of the Board of Police Commissioners and Members of the City Council:

This report on civilianization opportunities in the Kansas City, Missouri Police Department was conducted under the authority of Chapter 84, Section 350, Revised Statutes of Missouri, which authorizes the city auditor to audit the Police Department. The topic of civilianization was identified as a priority in our June 1996 preliminary review of the Police Department. Two questions are addressed in the report:


- Which jobs in the department, currently performed by sworn personnel, could be performed by civilians?
- What are the estimated costs, savings, and service improvements that could be expected as a result of civilianizing the recommended positions?

The Kansas City, Missouri Police Department has about 80 sworn officers, in ranks from police officer to major, in positions that do not require sworn powers. We recommend placing civilians in these positions and reassigning the sworn positions to law enforcement activities in the Patrol Bureau. By doing so, the Police Department can begin to reduce blackout and give officers more time for community policing. In our January 1998 report, *Patrol Deployment: Blackout Analysis*, we estimated that the department needs 117 more officers assigned to patrol to accomplish both of these purposes.

Our proposal also would make the department's administrative and support functions more effective and less costly. Placing civilians in the positions we recommend should reduce the cost of these functions by about \$1 million. Reallocating the sworn positions to law enforcement reinvests these resources where they are most needed. In other words, we propose that the department spend about \$3 million on additional civilians, in order to free up about \$4 million worth of law enforcement personnel.

Our principal recommendation is that the chief of police begin immediately to develop a civilianization plan for the positions we have identified. The department also should consider steps to compensate for the reduction in promotion opportunities that may result from implementing the plan. Finally, the department should use specific criteria for deciding when sworn personnel are needed in administrative and support positions in the future.

The chief of police received a draft of this report on August 19, 1998. His response is included as an appendix. We appreciate the cooperation of the Kansas City, Missouri Police Department, other police departments that provided information for this report, and the assistance of the Police Executive Research Forum. Audit staff who contributed to this project included Aloysia George and Martin Tennant. This project was supervised by Leslie Ward.



Mark Funkhouser
City Auditor

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Chapter 1: Introduction

Authority

This special report on civilianization opportunities in the Kansas City, Missouri Police Department (KCPD) was conducted under the authority of Chapter 84, Section 350, Revised Statutes of Missouri, which authorizes the city auditor to audit the Police Department. This section provides that the city auditor determine which agencies or divisions of the Police Department would most benefit from performance auditing and notify the Board of Police Commissioners (BOPC). The topic of civilianization was identified as a priority in our June 1996 preliminary review of the Police Department.

The state statute also provides that the city auditor schedule such audits in conjunction with the Board of Police Commissioners "as to not disrupt or interfere with the conduct of police business, the public's safety or the normal course of said auditors' duties or responsibilities for such city." This report was discussed with the board and was subsequently initiated in accordance with these provisions.

City Auditor's Office. Article II, Section 13 of the Charter of Kansas City, Missouri, establishes the Office of the City Auditor and outlines the city auditor's primary duties.

Report Objectives

A scope statement for the report was presented to the Board of Police Commissioners in July 1996. The report was designed to address the following questions:

- Which jobs in the department, currently performed by sworn personnel, could be performed by civilians?
- What are the estimated costs, savings, and service improvements that could be expected as a result of civilianizing the recommended positions?

Scope and Methodology

This special report was completed in accordance with applicable government auditing standards for non-audit work and included the following procedures:

- Reviewing studies and articles and interviewing experts to identify potential costs and benefits of civilianization, criteria for use of sworn and civilian personnel in police departments, and police departments that have undertaken civilianization.
- Interviewing staff and reviewing information from other police departments to identify assignment of sworn and civilian personnel.
- Reviewing Missouri laws on police powers and job descriptions, duty manuals, and position vacancy announcements for KCPD sworn personnel assignments to develop criteria for use of sworn personnel and identify assignments that do not meet the criteria.
- Consulting with the Police Executive Research Forum (PERF) on our criteria and application of the criteria to positions held by sworn personnel in the KCPD.
- Analyzing retirement and other attrition patterns for sworn personnel from 1985 through 1996 to estimate expected retirements and other attrition through the year 2001.
- Reviewing staffing information for administrative functions in other government jurisdictions of comparable size to the KCPD.
- Reviewing KCPD payroll data for one two-week pay period to estimate salary and benefit costs for sworn personnel.
- Reviewing and updating information from our 1996 preliminary review of the KCPD, including organizational structure, and the numbers and assignment of sworn and civilian personnel.

Background

Organization

The department comprises four bureaus under the command of the chief of police, who is appointed by and organizationally responsible to the governor-appointed Board of Police Commissioners. The Office of the Chief includes the Legal Office. The four bureaus are:

The Executive Services Bureau contains the Fiscal Planning Division and the Professional Standards Division. The Fiscal Planning Division includes the planning and research unit, the fleet operations unit, the budget preparation and control unit, and the financial services unit. The Professional Standards Division includes the internal affairs unit, the intelligence unit, the media relations office, the private officers' licensing section, and the private alarm section.

The Administration Bureau contains the Human Resources Division, the Training Division, the Information Services Division, and the Operations Support Division. The communications unit and the building operations unit are part of Operations Support.

The Patrol Bureau contains the five Patrol divisions (Central, Metro, East, South, and North), the neighborhood service centers (officers assigned to community action network or CAN centers), the Special Operations Division, and the patrol support unit. The Special Operations Division includes the traffic unit, the tactical response teams and the patrol support unit. The helicopter section and the canine section comprise patrol support.

The Investigations Bureau contains the Violent Crimes Division, the Property Crimes Division, the Narcotics and Vice Division, and the Investigations Support Division. The Investigations Support Division contains the juvenile section, the detention unit, the fugitive apprehension and arraignment section, the property and evidence section, and the regional crime laboratory.

Staffing

About 71 percent of the department's authorized law enforcement positions are assigned to the Patrol Bureau, with the remainder assigned to investigative, administrative, and support units. Sergeants and captains supervise sections and units, respectively, including some that are staffed primarily by civilians. About 36 percent of the department's sergeants and 46 percent of the department's captains serve in

investigative, administrative, and support units. Exhibit 1 displays the distribution of law enforcement and civilian positions among the four bureaus of the Kansas City Police Department.

Exhibit 1. Kansas City Police Department Authorized Positions, Fiscal Year 1998

Authorized Positions	Chief's Office	Executive Services	Administration Bureau	Patrol Bureau	Investigations Bureau	Total
Chief	1	0	0	0	0	1
Deputy Chief	0	1	1	1	1	4
Major	0	2	4	8	4	18
Captain	0	4	6	21	8	39
Sergeant	1	11	10	124	48	194
Officer or Detective	4	37	26	789 ¹	200	1056
Subtotal Sworn	6	55	47	943	261	1312
Civilian Supervisor	1	10	18	3	5	37
Civilian	4	75	273	102	125	579
Subtotal Civilian	5	85	291	105	130	616
Total Positions	11	140	338	1048	391	1928

Source: KCPD estimated figures for Fiscal Year 1998 Budget. (These figures do not include the Board of Police Commissioners and the Office of Citizen Complaints created by the board.)

Recent changes in staffing. Additional sworn personnel account for most of the increase in department staff from 1996 to 1998. Law enforcement positions have increased by 85, while 23 civilian positions have been added. The total department staff increase for this period was slightly less than 6 percent, an increase of 108 positions.

All of the growth in sworn personnel has been at the lowest rank. Since 1996, the department has added about 100 police officer and detective positions, while reducing slightly the number of captains and sergeants. In addition, the department reduced the number of bureaus from five to four, eliminating one deputy chief position.

Personnel Expenditures

The department budgeted about \$95 million for personnel and related costs in fiscal year 1998, about 88 percent of its \$108 million budget.² These costs include regular salaries and overtime pay, as well as social security (FICA and Medicare), pension, and health and life insurance contributions. Personnel expenditures also include benefits that are unique to law enforcement and do not apply to civilian staff. Among

¹ Includes 28 entrant officer positions.

² These figures do not include personnel expenditures for the governor-appointed Board of Police Commissioners or for the Office of Citizen Complaints, which is created by the board.

these benefits are uniform and clothing allowances, college incentive pay, and more costly pension benefits.

Previous Civilianization

Over the years, the department has replaced law enforcement personnel with civilians in many positions. For example, parking control supervisors, detention facility officers, and crime scene technicians are now civilian positions. Since 1996, the department has replaced a major with a civilian director of human resources and two sergeants with civilian budget and accounts administrators.

Chapter 2: Civilians Could Fill More Positions

Summary

The Kansas City, Missouri Police Department has almost 80 sworn officers, in ranks from police officer to major, occupying positions that do not require sworn powers. We recommend placing civilians in these positions and reassigning the sworn positions to law enforcement activities in the Patrol Bureau. The department needs more patrol officers to reduce blackout and to give officers more time for community policing.

The positions we recommend for civilianization include jobs in all four bureaus of the Police Department. They include nearly all sworn personnel, including supervisors and managers, in the Fiscal Planning, Human Resources and Operations Support divisions, as well as sworn supervisors and managers who oversee primarily civilian units. Some of the positions we identified have been recommended in other studies or by Police Department officials themselves, and perform functions handled by civilians in other police departments we surveyed. Staff of the Police Executive Research Forum (PERF) reviewed our analysis and generally concurred with our methods and results.

What Is Civilianization?

Civilianization is the practice of assigning police department work that does not require a police officer's special training or skills to civilian employees. Law enforcement experience often is not necessary for providing effective police support. An Indianapolis police department administrator emphasized the importance of matching relevant professional experience with the actual responsibilities of police support saying, "You don't have to be a pilot to be an air traffic controller."

Source: Robert L. Snow, "Strengthening Through Civilianization," *Law and Order*, April 1989, p. 60.

More Patrol Officers Are Needed to Reduce Blackout and Expand Community Policing

The Office of the City Auditor identified the need for more patrol officers in a January 1998 report, *Patrol Deployment: Blackout Analysis*. The report showed that blackout periods are common in many parts of the city. Even after the department changed the patrol division boundaries and shifted officers among divisions in 1997, blackout periods are estimated to total about two to three hours per day. Patrol officers who primarily respond to calls for service have too little time available to pursue community policing throughout the city, while grant-funded community policing officers work only in specific areas.

Blackout - periods when all patrol officers assigned to respond to calls for service in a division are busy and cannot respond to an additional call.

Committed Time - the percent of patrol officers' time spent responding to calls for service, usually from 911 calls.

Community Policing - a problem-solving approach to policing that supports coordination between citizens and the officers assigned to their communities.

Source: *Kansas City, Missouri, Police Department, Patrol Deployment: Blackout Analysis*, Office of the City Auditor, Kansas City, Missouri, January 1998.

The computerized simulation study designed for the *Patrol Deployment: Blackout Analysis* report showed that the most feasible way to reduce blackout and to expand community policing, a stated goal of the department, is to increase on-duty patrol officer staffing. Adding 32 more officers to patrol would reduce blackout periods to about 40 minutes per eight-hour shift in all five divisions. Adding 117 officers to patrol would allow officers to spend about 35 percent of their time handling calls for service, in contrast to the 50 to 60 percent that is typical in some divisions. With committed time reduced to 35 percent, officers would have time to effectively address neighborhood problems, according to national community policing studies.

Even with fewer dispatches to some types of calls, the department needs more officers "on the street." Our estimated number of additional patrol officers needed assumes reductions in intrusion alarms and in dispatches for calls that the department has determined do not need an immediate on-the-scene police response.

Some of the on-duty staffing increase can be provided through civilianization. The positions we identify in this report form the basis for the department to implement recommendation #2 in the *Patrol Deployment: Blackout Analysis* report:

Based on the options presented in this report and additional use of the simulation model as needed, the chief of police should adopt a deployment plan designed to achieve the board's goals for reducing blackout and time committed to calls for service. The deployment plan should carefully reconsider the use of sworn officers in administrative posts, guided by the recommendations in our *forthcoming report on civilianization*. Civilians should fill administrative and support positions and sworn officers should be redeployed to patrol duties to the greatest degree possible. The plan should also incorporate the police officer positions currently funded by federal grants that will expire over the next few years.³ (Italics added.)

Over 40 Police Officers and Detectives Could Be Reassigned

Exhibit 2 lists 42 sworn positions at the rank of police officer, detective and investigator that we recommend for civilianization. These are positions for which the department's descriptions of duties do not include the use of sworn powers, and for which PERF concurred that the function does not require a sworn presence. We identified these positions by applying specific criteria to the job descriptions, and then having PERF review our application of the criteria.⁴

³ *Kansas City, Missouri, Police Department, Patrol Deployment: Blackout Analysis*, Office of the City Auditor, Kansas City, Missouri, January 1998, p. 58.

⁴ See page 18 and Appendix A for discussion of our criteria. See Appendix B for PERF comments.

Exhibit 2. Positions Recommended for Civilianization: Police Officers, Detectives, and Investigators

Bureau	Police Officers		Detectives & Investigators		Total
	No.	Assignment	No.	Assignment	
Executive Services	2	Budget			
	4	Financial Services			
	1	Media Relations			
	4	Planning & Research			
Total	11		0		11
Administration	4	Training Instructor	5	Human Resources	
	2	Firearms Instructor			
Total	6		5		11
Investigations	3	Property & Evidence	6	Fugitive Apprehension & Arraignment	
Total	3		6		9
Patrol	5	Crime Analyst			
	5	Community Relations			
	1	Traffic Analyst			
Total	11		0		11
Department Total	31		11		42

The 42 positions include all police officers in the department's budget and financial services units and property and evidence section, the crime analysts and community relations officers in the five patrol divisions, and the sworn investigators who perform background investigations on potential officer candidates in the human resources division.

We also recommend replacing some, but not all, officers and detectives in units where PERF suggested a mix of sworn and civilian personnel would be appropriate. These include some instructors in the training division, some of the detectives in the fugitive apprehension and arraignment section, and some of the officers in the planning and research unit.

Many Sergeants, Captains and Majors Supervise Only Civilians

While primarily civilian staff comprise several support units in the Kansas City, Missouri Police Department, sergeants and higher-ranking officers continue to supervise and manage those units. We identified 24 sergeants who supervise only civilians or, in some cases, supervise sworn personnel in positions that, in our view, should be filled by civilians. In addition, nine captains and three majors head units and divisions that are or should be staffed completely or primarily by civilians.

Civilian supervisors and managers could replace 36 higher-ranking officers. Exhibit 3 shows the sergeant, captain and major positions that we recommend for civilianization. Following our identification of civilian units with sworn supervisors, we asked the staff of PERF to review the Kansas City, Missouri Police Department's organizational structure and the placement of sworn supervisors and managers. Based on the PERF comments, we recommend positions that are appropriate for civilian supervisors and managers.

The Fiscal Planning Division and the budget, financial services, and planning and research units within it would be headed by civilians. The only sworn personnel remaining in this division would be two asset forfeiture detectives and two officers in planning and research. Civilian managers would also head the Information Services and Operations Support divisions. Captains and sergeants who serve as managers and supervisors in human resources, information services, records, and communications units would be replaced by civilians. Civilians would also supervise the property and evidence section, civilian detention facility officers, and civilian crime scene investigators.

A competent civilian with the appropriate knowledge, skills and abilities (KSAs) and possibly former sworn experience, may be able to provide the same level of managerial performance as current police officials.

Source: March 5, 1997 letter from PERF. (See Appendix B.)

Exhibit 3. Positions Recommended for Civilianization: Sergeants, Captains, and Majors

Bureau ⁵	Sergeants		Captains		Majors		Total
	No.	Assignment	No.	Assignment	No.	Assignment	
Executive Services	2	Media Relations	1	Financial Services	1	Fiscal Planning	
	2	Financial Services	1	Budget Prep & Control			
	2	Planning & Research	1	Planning & Research			
	1	Fleet Operations					
Total	7		3		1		11
Administration	3	Records	1	Records	1	Information Services	
	1	Human Resources	1	Information Services	1	Operations Support	
	1	Firearms Instructor	2	Human Resources			
	2	TSO Supervisor	1	Communications			
Total	7		5		2		14
Investigations	2	Property & Evidence	1	Detention			
	3	Crime Scene Invest.					
	5	Detention					
Total	10		1		0		11
Department Total	24		9		3		36

Other Sources Agree with Our Recommendations

Many of the positions that met our criteria for civilianization have been identified previously by other sources as well. These sources include earlier studies, observations by KCPD staff, and examples from our survey of 15 other police departments, many of which were selected because of their success with civilianization.⁶ The following is a summary of some sources in addition to our own criteria that identify the same civilianization opportunities

Executive Services Bureau

Fiscal Planning Division. One major, three captains and five sergeants are managers and supervisors in this division. PERF observed that no sworn presence is needed in any of the management positions heading any of the Fiscal Planning Division's four units. Similarly, PERF found that all of the officer positions in Fiscal Planning represented opportunities for civilianization. Eleven of the fifteen cities we surveyed reported having no sworn presence in any of their fiscal or budgetary units.

⁵ The Patrol Bureau has no recommended positions at these ranks.

⁶ See page 17 and Appendix C for further description and results of the survey.

The bureau commander thought that most of these positions could be civilianized, but wanted to keep a sergeant in the supply section, believing that sworn personnel are better suited to supervise inventory control.

There has been some progress recently toward realizing the civilianization opportunities in Fiscal Planning. Since fiscal year 1998, the positions held by two sergeants in the budget preparation and control unit and in the financial services unit have been filled by civilian managers.

PERF emphasizes that a gradual transition to an all-civilian staff should begin with the managers and that a captain should remain to coordinate the transition until all other management positions have been civilianized.

Planning and Research Unit. Two sergeants and one captain supervise seven officers and five civilians in this unit. The Cresap report said that a well-trained civilian could perform much of the analysis now assigned to sworn officers engaged in administrative analysis and that one sergeant should be retained to supervise a mix of sworn and civilian staff.

In conducting our field research for the June 1996 *Preliminary Review* of the KCPD, several command staff expressed dissatisfaction with the department's analytical and research capacities. The unit's commander was generally agreeable to further civilianization with the particular exception of those responsible for overall department policies and procedures. Our recommendations reflect this.

Five of twelve departments we surveyed with comparable units reported having totally civilianized the planning and research function.

Fleet Operations Unit. Our recommendations include a sergeant who is the only sworn officer in this unit. During our work for the *Preliminary Review*, the civilian unit manager told us that the sergeant supervisor would be transferred out, as the unit no longer needed a sworn liaison merely to interact with other sworn personnel outside the unit.

Media Relations. Media Relations consists of two sergeants, one officer, and three civilians. PERF reported that there typically are no tasks performed by media personnel that require a sworn presence but that a uniformed media representative could be beneficial. The office's commander reported that spokespersons for the department should be sworn because of their familiarity with the confidential details of cases under investigation. We believe that an officer should remain as spokesperson but that the supervisory positions need not be sworn.

Administration Bureau

Information Services Division. One captain and one major occupy positions in the division. Our observations and interviews indicate that command staff in these positions sometimes have little familiarity with information systems technology.

Only two of the eight cities we surveyed with comparable divisions report having sworn personnel in information systems. Seven other departments in the survey do not have a similar unit. Some reported relying on the computer services provided by their city government.

Modern police departments rely increasingly on information technology for cost-effective service delivery. We were told that a civilian had acted as temporary head of the KCPD computer services unit for several months and had demonstrated a high degree of ability. Six out of eight cities we surveyed with comparable divisions reported having completely civilianized their information services divisions.

Records Unit. Three sergeants and one captain occupy positions in the unit. The Cresap report on resource allocation in the KCPD stated in 1988, "There is no need for sworn officers to serve as first-line supervisors (typically sergeants) in the Records Unit."⁷ The PERF report agreed, stating, "There is no need for the unit commander and/or any supervisor to be sworn." (See Appendix B, page 54.)

Human Resources Division. One sergeant and two captains in this division report to a civilian director. PERF recommends that some sworn presence be retained to lend credibility to the hiring process and suggests keeping a police officer in the recruiter position, with which we concur. However, managers and supervisors in the division do not need to remain sworn. Four of fourteen departments we surveyed with comparable units reported they had totally civilianized their units.

Background investigators. PERF reports that most of the tasks of human resources unit employees who perform background checks on applicants do not require sworn presence although sworn status may augment investigators' interactions with other agencies. The bureau commander expressed an interest in civilianizing some investigator positions at least on a trial basis.

⁷ *Kansas City Police Department Report of Resource Allocation Study* (Cresap report), Cresap Management Consultants, March 1988, p. V-II (parentheses added).

Training Division. PERF recommends a mix of sworn and civilian trainers and reports that instructors do not need sworn powers, emphasizing that incumbents' abilities should be the deciding factor in filling any instructor positions. Command staff also expressed an interest in civilianizing some of these positions.

Firearms instructors. We also recommend that one sergeant's and two officers' positions as firearms instructors be civilianized. Retired officers have served as civilian firearms instructors for the KCPD.

Operations Support Division. A major commands the division, of which the communications unit is a part. PERF comments, "This position requires knowledge of the department's communications and building maintenance needs. There is no sworn requirement." (See Appendix B, page 54.)

Communications Unit and Telephone Service Operators (TSOs). One captain heads the unit and two sergeants supervise TSOs in this otherwise civilian unit. PERF reported that civilian personnel could fill all positions in the unit. Civilians currently supervise civilian call-takers and civilian dispatchers in the unit. The civilian TSOs, who are retired officers, could be supervised by civilians as well.

Investigations Bureau

Investigations Support Division, Property and Evidence Section. We recommend that the two sergeants' and the three officers' positions in property and evidence be civilianized. We received reports from sworn staff that sergeants have been assigned here without adequate training in property room management. Of 15 cities we surveyed, 10 have no sworn personnel in their property and evidence sections. The predominance of civilian-run property rooms that we found was a surprise to KCPD Investigations Bureau staff. PERF states, "These positions should be civilianized." (See Appendix B, page 57.)

Fugitive Apprehension and Arraignment Section. We recommend the civilianization of six of the detective positions in this section. PERF emphasizes the need to "break out tasks" that do not call for contact with wanted persons so positions can be civilianized. The Cresap report also recommended that some detective positions in this section be discontinued through better management of warrant responsibilities and by assigning civilians to escort prisoners.

The arraignment and booking positions involve record keeping while the suspect is in custody and should be civilianized. Detective positions should be retained sufficient to serve warrants on suspects still at large.

Detention Unit. One captain and five sergeants supervise civilian detention facility officers in the KCPD detention unit. PERF reports, "In many jurisdictions, detention functions are performed by detention officers who are not even assigned to the police department. This entire unit could be operated by competent, trained, civilian personnel, designated as detention officers." (See Appendix B, page 57.) The Cresap report similarly observed that the city is not required to operate a detention unit at all; it is designated as a county responsibility.⁸

Regional Crime Laboratory, Crime Scene Investigation Section. We recommend civilianizing positions occupied by three sergeants supervising in this otherwise all-civilian section. These positions are among those previously recommended for civilianization in the 1988 Cresap report. While conducting the June 1996 *Preliminary Review* of the KCPD, we were told that the department had plans to fill the positions held by the three sergeants with civilian supervisors.

Patrol Bureau

Crime and traffic analysts. We recommend that one officer's position as traffic analyst and five officers' positions as crime analysts be civilianized. PERF reports that only analysts with enforcement duties need be sworn.

During our field work for the *Preliminary Review*, we received several reports from command staff expressing dissatisfaction with the department's analytical and research capacities. Sworn staff sometimes occupy analyst positions without possessing adequate expertise. KCPD crime analysts were sometimes found to be unfamiliar with their data analysis software and to have no prior analytic experience. Traffic analysis methods presented similar opportunities for improvement.

Some command staff continue to believe that only sworn officers can recognize patterns among crime reports. However, the Patrol Bureau commander believes that civilianization of crime analyst positions is feasible. Previous recommendations to do so include a 1991 KCPD internal audit and the 1988 Cresap report, which observed that, "The many clerical and analytic tasks performed by crime analysts should be assigned to civilians."⁹ Three of the fifteen cities we surveyed report having civilian crime analysis units. They are St. Louis, Albuquerque, and Ft. Worth.

⁸ Cresap Report, p. V-6.

⁹ Cresap Report, p. III-21.

Community relations. Five community interaction officers act as liaisons to coordinate crime prevention between citizens and police. We recommend that these positions be civilianized. With the exception of one patrol division, all divisions provided descriptions for this position that were devoid of duties identified in our checklist of 21 criteria for measuring the degree to which sworn presence is justified by a given job description.

Our survey of other police departments found that Albuquerque has an all-civilian crime prevention unit. Portland, Seattle, Indianapolis, and Las Vegas rely at least partially on civilian employees to perform crime prevention duties.

Our Recommendations Parallel Use of Civilians in Other Police Departments

Other police departments have few, if any, sworn personnel in several administrative functions that we recommend for further civilianization in the KCPD. Of 15 police departments that provided staffing information to us, few have any sworn personnel in administrative activities such as budget and finance, human resources, and information technology. Several of the comparison departments have fully civilianized other support functions as well, such as maintaining records, handling of property and evidence, and conducting planning and research.

We contacted 15 police departments by telephone and requested detailed staffing information about the following units:

- Fiscal (budget, accounting, finance)
- Human Resources
- Information Systems
- Planning and Research
- Property and Evidence
- Training

Police Departments Surveyed		
Albuquerque	Indianapolis	Oklahoma City
Anchorage	Las Vegas	Portland, Oregon
Austin	Long Beach	Reno
Cincinnati	Memphis	St. Louis
Fort Worth	Oakland	Seattle

See Appendix C for detailed results of the survey and an explanation of how the cities were chosen.

By examining the reported experience of other departments, we found examples of civilian staffing, including supervisors and managers, that could provide guidance for the Kansas City Police Department. The functions we asked about are those which experts told us seldom need sworn personnel and in which the KCPD does employ sworn staff.

Fiscal or budget units. Eleven of the 15 cities have entirely civilianized these functions, including St. Louis. Other departments with totally civilianized fiscal units are Albuquerque, Anchorage, Austin, Cincinnati, Fort Worth, Las Vegas, Long Beach, Oakland, Reno, and Seattle. The four departments with sworn personnel in their fiscal units have many fewer than KCPD.

Personnel or Human Resources. Our June 1996 *Preliminary Review* of the KCPD found that the KCPD Personnel Division had an unusually high ratio of staff to department employees. Only one department in our survey – Las Vegas – has a larger unit that includes more sworn officers. Like KCPD, St. Louis has a civilian in charge of its unit even though sworn officers work there. Human resources units that are totally civilianized are in the Albuquerque, Austin, Fort Worth, and Memphis police departments.

Planning and Research. Six of the 12 departments surveyed with comparable units have civilian unit managers. Several planning units headed by a sworn officer have staffs that are one-half or more civilians. The KCPD unit is two-thirds sworn. Although about one-half of the staff of the St. Louis unit are sworn, a civilian manages the unit. Planning units that are totally civilianized are in Albuquerque, Austin, Ft. Worth, Oakland, and Seattle.

Computer Services or Information Systems. In our survey, only Indianapolis and Las Vegas retain sworn managers in charge of this unit as does the KCPD, and only Las Vegas has a unit as large as KCPD's. Albuquerque, Anchorage, Memphis, Portland, Seattle and St. Louis have totally civilianized their information systems units. Seven other departments have no comparable unit.

Property and Evidence. Two thirds of the departments surveyed have civilian managers for these units, unlike KCPD. Property and evidence units have no sworn personnel in a large majority of departments surveyed, including St. Louis. Command staff of the KCPD were surprised to learn that our surveys had found civilian staff entrusted with the supervision and daily operation of the property room. Other departments with totally civilianized property units are Albuquerque, Anchorage, Austin, Ft. Worth, Indianapolis, Las Vegas, Memphis Portland, and Reno.

Departments with high-ranking civilian managers. Some police departments have civilian managers in positions still held in most other departments by high-ranking officers such as major or deputy chief. Albuquerque and Memphis each have a civilian manager with responsibility for overseeing the fiscal, personnel, computer, and property functions. Seattle has a civilian manager who oversees records, information management, and property and evidence.

A summary of staffing patterns compared to KCPD. Exhibit 4 summarizes the extent of civilian staffing and management in the administrative units in the 15 police departments we surveyed.

Exhibit 4. Sworn Staffing of Selected Units: Kansas City and Other Police Departments

Unit	KCPD		Other Departments ¹⁰	
	No. of Sworn Staff	Rank of Unit Head	No. With No Sworn Staff	No. With Civilian Head
Fiscal	12	Major	11 of 15	13 of 15
Human Resources	9	Civilian	4 of 14	6 of 14
Planning & Research	10	Captain	5 of 12	6 of 12
Information Systems	2	Major	6 of 8	6 of 8
Property & Evidence	5	Sergeant	10 of 15	10 of 15

Source: City Auditor's Office survey of police departments in 15 cities. (See Appendix C for detailed results.)

Need for Sworn Personnel Is Based on Use of Police Powers and Training

The positions we recommend for civilianization are based on our review of job descriptions and duties, compared to criteria that indicate the need for police powers and training to do the job. We developed the criteria, which include use of force, physical risk and protection of others, and related police powers. Analysis of police powers defined in Missouri law and duties of Kansas City police officers and detectives in line functions led us to identify these elements.

¹⁰ In some departments, there is no comparable unit; therefore the number of comparable departments is sometimes less than the fifteen included in the survey.

Our recommendations are supported by interviews with policing experts, by the Police Executive Research Forum's (PERF) review of our criteria and application of the criteria, and by our analysis of other departments' staffing. In its October 1996 letter to the City Auditor's Office reviewing our method, PERF stated:

By evaluating all the tasks encompassed by a position and identifying those that do and those that do not require arrest powers, protection against personal risk, or protection of others from risk, opportunities for civilianization become more clear. (See Appendix B, page 44.)

Policing Experts Use Experience with Civilianization as a Guide

Staff of PERF and the International Association of Chiefs of Police (IACP) who have studied civilianization in other police departments did not identify precise criteria for identifying civilianization opportunities. These sources have, however, identified factors that correspond closely to ours: the need for arrest powers; need for full police training; potential for conflict; and protection of other officers and civilians. These experts also suggested that, in the absence of standards for deciding which positions require sworn personnel, a useful approach is to follow the example of departments that have civilianized various positions.

Experts have also identified support functions and units that, in their view, seldom if ever need law enforcement staff. Some of the functions they named, such as budget, finance and human resources, include about 20 sworn personnel in the KCPD. Others, such as dispatch and detention, have all-civilian staff yet are supervised and managed by KCPD police sergeants and captains.

Experts also identified functions in which a mix of sworn and civilian personnel are generally appropriate, such as planning and research, training, crime prevention, and community relations. Finally, these experts told us about innovative uses of civilians, such as investigative aides to assist sworn officers in investigations and retired police officers to conduct background investigations on potential employees.

The Cresap report also does not name specific criteria for making civilianization decisions. It does, however, mention certain types of tasks that do not require sworn personnel. These tasks include clerical, data entry, record maintenance, and analytic work. The Cresap report identifies other civilianization opportunities in tasks related to or supportive of law enforcement but not requiring full sworn powers, such as polygraph exams, crime scene investigations, detention facility

officers, and escorting fugitives to court. Some of these recommendations were implemented.

The Police Executive Research Forum reviewed our method for identifying civilianization opportunities at KCPD. We developed a checklist of 21 job attributes associated with the use of sworn powers by reviewing Missouri state law and Kansas City job descriptions for police officers and detectives in patrol and crime-solving units. Using the checklist, we evaluated KCPD job descriptions and position vacancy announcements for administrative and support positions held by sworn officers. The number of checklist attributes found in the job descriptions provided by the KCPD reflects the degree to which the positions require sworn powers.¹¹

PERF reviewed our list of attributes, their application and supporting documents, and determined that this approach is a reasonable method for identifying positions with civilian potential in the department.

Some administrative positions should retain sworn presence for special reasons. PERF suggested keeping sworn personnel in several positions that we reviewed. Based on their comments and, in some cases, on additional interviews with KCPD command staff, we are *not* recommending that civilians be placed in some positions that, by our criteria alone, would have been candidates for civilianization. They include, for example, officers serving as administrative aides in the patrol bureau office and in the office of the chief of police, officers working as commercial vehicle inspectors and helicopter observers, and detectives working in the perpetrator information center and in asset forfeiture, among others.

Additional positions warrant further KCPD review for civilian potential. Some of the positions identified by our criteria or by PERF as candidates for civilianization, but not recommended in this report, may warrant further consideration by the department. In some cases, a position may include only a few infrequent tasks that require sworn powers, and these tasks might be reassigned to other sworn personnel. (Comments from PERF in Appendix B - for example, those on the detective positions in asset forfeiture and in the perpetrator information center - suggest how this approach might be used.) They also identify positions for which former or retired officers might be the best civilian candidates.

¹¹ Refer to Appendix A for the checklist, explanation of its development, and scores of various jobs.

Positions held by light-duty officers are not included in this study.

Due to the unique and fluid nature of light-duty assignments, we did not include them in our study of civilianization opportunities. Members of the police force may be placed on limited duty when a medical condition temporarily restricts the performance of sworn duties and responsibilities of an assigned job description. Light-duty officers are assigned to jobs not requiring the duties and capacities normally assigned to a sworn officer. Light-duty officers are expected to eventually return to regular duty.

Chapter 3: Hiring More Civilians Will Improve Police Service

Summary

By placing civilians in the positions we have identified and by reassigning sworn personnel to patrol, the Police Department could reduce blackout and give officers more time for community policing, while reducing the cost of administrative and support functions by about \$1 million. Our proposal also would make the department's administrative and support functions more effective. The department should develop a specific timetable for putting our recommendations into effect. The plan should take advantage of normal attrition where necessary by reassigning positions when individuals retire or otherwise leave the department.

Civilianization Should Reallocate, Not Reduce, Law Enforcement Staff

The need for more patrol officers, demonstrated in our January 1998 *Patrol Deployment: Blackout Analysis* report, provides a compelling rationale for reassigning sworn personnel whose jobs could be performed by civilians. In addition, there has been public support for increased police presence and high levels of public concern about feeling unsafe in many parts of the city. Both the chief of police and members of the Board of Police Commissioners have affirmed the department's commitment to civilianization and putting more officers on the street.

Department command staff expressed concern that additional civilian staff would come at the expense of law enforcement positions, which would then be eliminated from the city's budget. Our analysis of the department's need to reduce blackout periods and to limit patrol officers' committed time clearly does not support such a course of action. Rather, we envision an increase in Police Department civilians and no decrease in sworn personnel, producing an overall increase in department staffing.

Public Views on Safety and Police Service

Chambers of commerce, elected officials, and residents have embraced initiatives in other cities that provide better police coverage at a lower cost to taxpayers. In Kansas City, political and public sentiment consistently has been sympathetic to the maintenance or increase of police service. The following are expressions of popular sentiment regarding the level of police service in Kansas City.

- FOCUS Kansas City, the city's comprehensive and strategic plan, endorses civilianization as a way to increase patrol presence and expand community policing. *Phase 1: The Policy Plan* sets out a policy for "creating a secure city" that includes increasing "police involvement with neighborhoods, [and] time spent by police on patrol." Further, "the intent of this policy is to identify ways to use police officers' time strategically and efficiently by decreasing the time they spend on administrative and detention duties". Phase II, *The FOCUS Kansas City Plan*, specifically advocates a department-wide emphasis on "a community-based and problem-oriented style of policing," and recommends exploring "opportunities to increase the use of civilian employees. . . to allow highly trained personnel to provide direct policing and problem-solving services to the public," as one of the strategies for investing in public safety.
- Surveys of Kansas City residents in recent years have consistently shown that substantial numbers of residents are concerned about safety in Kansas City. In the 1996 citizen survey conducted by the City Manager's Office, fewer than half of the respondents reported feeling safe walking in their neighborhood at night. In neighborhood parks or downtown, this percentage dropped to below 20 percent. In the 1992 citizen survey concluded by the Citizens Budget Review Commission, almost 40 percent of those responding said they would like to see police patrol increased, even if it required higher taxes.

Sources: FOCUS Kansas City *Phase 1: The Policy Plan, Executive Summary* 1994, p. 21; *The FOCUS Kansas City Plan, Overview*, 1997, pp. 82 and 83; "Citizen Survey – Citywide Results," memorandum from City Manager to Transformation Oversight Committee, February 13, 1998, p. 4; and *Review of the City Manager's 1995 Recommended Budget*, City Auditor's Office, March 1994, p. 58.

Benefits of More Officers "On the Street" Can Be Achieved at Less Cost

Differences between the salaries and benefits of sworn and civilian personnel make it likely that adding civilian positions will allow the department to place more officers "on the street" at less cost than simply adding sworn positions. We estimate the cost advantage of civilianizing the 78 positions we have identified at about \$1 million. These savings are available through somewhat lower civilian salary ranges and substantially lower civilian pension and social security costs.

In other words, spending about \$3 million on additional civilian staff would lower the cost of the department's administrative and support functions and leverage about \$4 million in reassigned law enforcement staff. The cost advantage is increased when other training and equipment costs of adding new officers, now estimated at over \$33,000 per officer, are avoided.

Other Cities' Experiences

Other police departments have used civilianization to put more officers on the street despite limited resources. By moving more officers into policing and more civilians into positions previously occupied by law enforcement employees, the city of Indianapolis has found that taxpayers' money goes much further. According to the Indianapolis Deputy Chief of Operations, "Personnel costs are always one of the biggest budgetary problems for any police department. However, a properly managed civilianization program can alleviate much of this problem."

A consultant's study of the Baltimore Police Department reported that the department's extensive civilianization plan would put hundreds of more officers on the street. By civilianizing administrative positions and simultaneously reducing the number of higher-ranking officers in direct service positions, the department anticipated that about \$2 million could be freed for use in other ways – such as hiring more patrol officers.

Sources: Robert L. Snow, "Strengthening Through Civilianization," p. 58; Management Partners, Inc., "City of Baltimore Police Department Development Plan Report, Executive Summary," p. 3.

Police powers and training are a valuable resource. Sworn officers' unique powers and abilities come at a price, and they are a potentially unnecessary expense when a sworn officer occupies a position that does not require those powers and abilities. The experiences of other large police departments has shown that the salaries of police officers doing administrative work can be twice as much as civilians' salaries in the

same or similar jobs. The consultant report provided to the Baltimore Police Department, described on the previous page, stated:

The city pays a premium for well-trained, certified sworn positions, and non-sworn positions are less costly. Because our objective is to maximize the cost-effectiveness of the use of department resources, it makes sense to substitute non-sworn, civilian employees for sworn employees where possible, thus freeing up sworn employees to assume the duties for which they are trained, and which the city needs them to do.¹²

Expiring police grants increase budgetary pressures. The city's 1998 budget included 55 officers in the Patrol Bureau whose positions were funded by federal grants for limited time periods. As the grants expire and these positions become the financial responsibility of the city, it becomes more urgent to find new ways to make Police Department expenditures go further. Existing civilianization opportunities provide an important strategy to contend with anticipated budgetary pressures.

Sworn salary ranges are higher than civilian salary ranges. Minimum salaries for sworn personnel in the Kansas City Police Department generally are higher than for civilians working in positions comparable to those we recommend for civilianization. Maximum salaries of sergeants, captains, and majors are generally higher than the maximum salaries of civilian supervisors. When officers occupy positions that do not require enforcement powers, civilianization represents a possible cost-saving opportunity.

We compared the midpoints of salary ranges for sworn positions that could be performed by civilians with the midpoints of salary ranges for civilians in roughly comparable positions. For comparison with police officers and detectives, the average equivalent salaries for civilians were calculated using the ranges of non-supervisory civilian positions in the same or similar units as the officers. Sergeants, captains, and majors were compared to civilian supervisors, unit managers, and division managers respectively. Positions included in the comparisons and the details of our calculations are provided in Appendix D.

Cost comparisons between sworn and civilian positions include not only the difference between salary ranges, but also the difference between benefit costs. The cost of sworn positions includes benefit amounts for which civilians are not eligible: uniform or clothing allowance; college incentive pay; and higher pension contributions. We did not identify any civilian benefits that sworn personnel do not also receive. Benefits that

¹² Management Partners, Inc., executive summary, p. 4.

all employees receive, such as health insurance, do not affect the comparison.

The cost advantage of adding civilians is estimated at \$1 million. The results of the comparison, displayed in Exhibit 5, show that the cost of law enforcement personnel in the 78 positions we recommend for civilianization is about \$969,000 higher than our estimate of the cost of civilians in those positions.

Exhibit 5: Cost Comparison of Sworn and Civilian Staffing for Recommended Positions

Bureau	Number of Positions	Estimated costs if staffed by:		Cost Difference
		Law Enforcement	Civilians	
Executive Services	22	\$1,183,274	\$ 889,235	\$294,039
Administration	25	1,397,861	1,134,276	263,585
Investigations	20	1,060,221	739,629	320,592
Patrol	11	482,746	391,920	90,826
Total	78	\$4,124,102	\$3,155,060	\$969,042

Source: KCPD salary range mid-points for sworn and selected civilian positions.

Training and equipment expenses for officers add to the cost advantage of civilianization. In addition to higher salaries and benefits, the Police Department experiences significant one-time expenses when each entrant officer is trained and equipped. The department estimates that new officer training and equipment costs are over \$33,000 per officer. This includes their salaries during the training period, but it does not include the substantial costs of testing candidates, conducting detailed candidate background checks, and staffing and operating a police training academy.

Civilianization Provides Opportunity to Improve Administrative Support

In addition to increasing the deployment of sworn officers, civilianization can improve the administrative and support functions that allow the department to effectively provide its direct services to the community.

Staffing Patterns Have Caused Concern at KCPD

During the department's strategic planning meetings in 1994 and 1995, sworn and civilian Police Department employees expressed concern for a variety of problems related to staffing patterns. Among the concerns expressed were:

- A high proportion of police officers working in non-line type functions
- Polarization and difficult communications between and among management and line staff
- Short assignments and rapid rotation of commanders
- Impersonal management techniques leading to problems with the disciplinary process
- A "general lack of subject matter expertise" among command staff

Additional civilianization can improve such conditions because civilian employees may not experience the frequent rotation and transfer among units more common to sworn employees, especially those in management positions.

More effective policing can result from greater stability in staffing.

Police effectiveness depends not only on the quality of policing itself, but also on administrative and other functions that support law enforcement activities. Civilianization can improve administrative and other support functions as a result of increased stability of the work force.

Placing a higher priority on expertise. More stable staffing is likely to support the development of expertise appropriate to each position within the department. Our 1996 *Preliminary Review* of the KCPD found that it was not uncommon for sworn supervisors and managers to spend as little as 14 months in a position before rotating into another assignment. Frequent staff rotation is a logical source for some of the concerns expressed at the department's strategic planning meetings for a "general lack of subject matter expertise" among command staff.

Benefits of Civilianization in Lawrence, Kansas

"You get people who are professionally trained in a special subject, like budgeting and finance or personnel, instead of somebody coming up through the ranks and kind of learning things through experience."

Source: Lawrence, KS, City Commissioner John Nalbandian, commenting on civilianization initiatives in the Lawrence Police Department, *Journal-World Writer*, July 13, 1998.

Most police departments necessarily sacrifice stability to some degree so that officers can rotate through various positions. This is done to give officers the practical background necessary to assume progressively responsible positions. When an ideal balance is established between the placement of sworn and non-sworn personnel in various positions, officers are provided with adequate career advancement opportunities while continuity in staffing is simultaneously maintained. The Cresap recommendations on civilianization in some KCPD administrative units included the following comments:

Replacing these positions with civilians will not only reduce costs, but will also provide these units with needed continuity. Typically, sworn officers rotate assignments every two to three years. The complexity and specialization of the work performed by the Administrative Analysis Division and the Records Unit means that sworn officers assigned to these units require considerable time to learn their new jobs. If the number of civilians in these units is increased, the discontinuity caused by the training period for the sworn officers will be reduced.¹³

These concerns, expressed in 1988, are likely more urgent today. This is partially because police departments often possess an abundance of data that are a challenge to use effectively, and advances in information management technology make technical expertise more important and valuable now than before. Because new information management techniques and technologies have become a vital aspect of police support operations, frequent staff rotation may severely diminish a department's capacity to operate as a modern police organization.

The KCPD does not have formal criteria for determining how sworn requirements should affect staffing decisions nor did we find formal criteria in other organizations that we surveyed. The department must develop its own methods to identify requirements for sworn presence.

¹³ Cresap Report, p.V-14.

The department will then be able to concentrate on the employee qualifications actually required to provide the most cost-effective police organization.

Civilianization Can Be Implemented While Addressing Staff Concerns

Placing civilians in the 78 positions we have identified likely will be more acceptable to department staff if implementation is gradual, makes use of attrition, and is accompanied by creation of alternative career paths for sworn personnel to compensate for a likely reduction in promotion opportunities. Civilian managers should usually be selected first, before other staffing changes are made.

Priority should be placed on enhancing the work experience of both sworn and civilian workers. The department's interest in developing a competent, experienced command staff may contend with the need for competent, experienced civilian support. The process of civilianization requires careful consideration of both.

Improving the balance of career opportunities between civilian and sworn staff. Our *Preliminary Review* of the KCPD found that limited career paths for civilians has been recognized as a problem by the department. Just seven percent of the department's civilians are in supervisory or managerial positions, compared with 19.5 percent of law enforcement personnel. According to command staff, the lack of promotion opportunities, in addition to low pay, has contributed to about twice as much the turnover among civilians as among law enforcement employees.

Increased civilianization may affect mobility and promotions for sworn personnel. Placing civilians in the positions we recommend may result in fewer promotions to the rank of sergeant and above, and may reduce the number of transfer opportunities out of patrol, where all new police officers are assigned. Perceived limitations on police officers' ability to advance might affect recruitment and morale. However, the department may be able to counter this impression by adopting innovations from other police departments, described below.

In some departments, master patrol officers earn prestige while remaining on patrol. As an integral part of a comprehensive civilianization program, the police departments of Oklahoma City and Newport News, Virginia reward veteran patrol officers with the distinction of master patrol officer. The master patrol officer program provides incentives for officers to achieve highly developed knowledge,

skills, and abilities and to continue using their expertise in patrol functions.

Civilian police service officers (PSOs) can improve police effectiveness and job satisfaction. Several cities have created the PSO position to relieve officers of desk assignments and to assist officers in the field.¹⁴ PSOs perform tasks such as conducting neighborhood watch meetings, investigating crime scenes and traffic accidents, and answering non-emergency and non-violent calls for service. Departments using PSOs have reported more cost-effective and streamlined delivery of police services and improved job satisfaction for sworn and civilian staff alike.

These examples provide ways to enrich and enlarge the job experience of civilian and sworn staff as civilianization efforts move forward. They also illustrate ways to support community policing while improving productivity and career development.

Normal attrition minimizes disruption and provides convenient opportunities for continued civilianization. The rate of attrition for sworn personnel at KCPD provides opportunities to implement civilianization with minimal disruption to present employees. Necessary adjustments to the command structure, pay scales, and job descriptions can likewise be phased in as various civilianization opportunities arise through normal attrition. The department lost about 100 sworn employees per year in 1996 and 1997 through retirement and other separations. We estimate that attrition among sworn personnel will remain between 75 and 100 per year for the next several years.

¹⁴ We found such programs in Seattle, Memphis, Indianapolis, Santa Ana, California, and Bowling Green, Kentucky.

Chapter 4: Recommendations

Our first two recommendations address steps the department should take, not only to civilianize the positions identified in this report, but also to do so in ways that will be positive for the organization and its employees, both sworn and civilian.

1. The chief of police should develop a plan for placing civilians in the positions that this report identifies as appropriate for civilianization. The plan should be presented to the Board of Police Commissioners at a time that allows financial impacts to be addressed in the KCPD's budget, beginning with the budget for fiscal year 1999-2000.

The plan should include the following elements:

- a. A timetable for gradual implementation based on the principle of civilianizing supervisory and management positions before other recommended positions in the same unit. The new supervisors and managers should then have input on further changes in unit staffing.
 - b. Anticipation of opportunities to make the recommended changes based on attrition.
 - c. Identification of positions for which former or retired sworn personnel may be most suitable.
 - d. Proposed re-allocation of sworn positions to be replaced by civilian positions, including eventual changes in ranks of re-allocated positions where appropriate. Re-allocation to patrol divisions, in keeping with recommendation 2 in the City Auditor's Office's *Patrol Deployment: Blackout Analysis* report, should be the first priority for consideration.
 - e. Estimation of financial impacts of the plan.
2. The chief of police should consider increasing advancement opportunities for patrol officers by creating a master patrol officer or similar program.

Our last recommendation proposes a process that will allow the department to explicitly consider sworn requirements in all future staffing decisions. This process should be used to examine the positions that we suggested for further KCPD review of civilian potential (see Chapter 2, page 21). It should also be applied to any new positions the department might establish in the future.

3. The chief of police should adopt specific criteria for placing sworn personnel in administrative and support positions throughout the department. In deciding on appropriate criteria, KCPD staff should consider the following:
 - a. The list of attributes used to identify positions recommended for civilianization in this report.
 - b. The comments provided by the Police Executive Research Forum in Appendix B.
 - c. Distinctions between the knowledge, skills and abilities that a job candidate must possess when they start a job and those they can obtain through on-the-job training and experience.
 - d. Opportunities to assign infrequently performed tasks that require sworn powers to other law enforcement personnel.
 - e. The need for career development and promotional opportunities for both civilian and sworn employees.

Appendix A: Criteria for Identifying Positions with Civilian Potential

We developed a checklist of 21 job attributes associated with the use of sworn powers, based on two primary sources:

- Our review of Chapter 84, Revised Statutes of Missouri and an analysis of the basic law enforcement powers contained there.
- Our review of the job descriptions for police officer and detective, and vacancy announcements for sworn positions in law enforcement and crime-solving units. These included traffic enforcement officer, DUI officer, tactical response officer, violent crimes detective, property crimes detective, narcotics and vice detectives, and street narcotics unit (SNU) officer.

From the powers and duties in the above sources, we derived a series of 21 "doing" statements involving the use of arrest powers, protection of life and property, maintenance of law and order, investigation of crimes, and use of force necessary to carry out these tasks.

Exhibit A-1 lists the officer and detective positions described above and the criteria that each one includes. No single job description or vacancy announcement includes all 21 statements, but each of them includes five or more of the criteria for sworn presence.

Using the checklist, we then evaluated KCPD job descriptions and position vacancy announcements for 28 administrative and support positions held by sworn officers. Exhibits A-2 through A-6 list the positions and the criteria that each one includes. The number of criteria found in each ranged from zero to seven. (The position with the highest number was asset forfeiture detective.) Twenty-two positions included two or fewer of the criteria. These position descriptions also were reviewed by PERF (see Appendix B) before we developed our recommendations.

Exhibit A1: Positions Reviewed and Scores on Criteria for Use of Sworn Powers: Law Enforcement Positions

Criteria	Officer					Detective		
	Patrol	Traffic	DUI	Tactical	SNU	Violent Crimes	Property Crimes	Narcotics & Vice
1. Enforcing laws and ordinances	X	X	X					
2. Making arrests	X	X	X		X	X	X	
3. Executing search warrants and seizures				X	X	X	X	
4. Using appropriate levels of force	X				X			
5. Apprehending, detaining and questioning persons		X			X	X	X	
6. Using firearms proficiently	X			X	X			
7. Performing operation 100s				X				
8. Controlling riots and civil disturbances	X	X						
9. Patrolling a district or assigned area	X	X		X				
10. Investigating reported offenses and activities	X		X			X	X	X
11. Taking statements and conducting interviews			X		X	X	X	X
12. Conducting surveillance				X			X	X
13. Contacting informants								X
14. Recovering property	X						X	
15. Transporting prisoners	X							
16. Controlling traffic	X	X						
17. Assembling facts in chronological order	X					X	X	X
18. Analyzing physical evidence			X			X	X	
19. Developing probable cause for filing of charges								
20. Processing the scene of a search warrant					X			
21. Testifying in court	X		X					
Number of criteria applicable to position:	12	6	6	5	7	7	9	5

Exhibit A2: Positions Reviewed and Scores on Criteria for Use of Sworn Powers:
Patrol Bureau

Criteria	Crime Analyst	Interaction Officer	Admin. Aide
1. Enforcing laws and ordinances			
2. Making arrests			
3. Executing search warrants and seizures			
4. Using appropriate levels of force			
5. Apprehending, detaining and questioning persons			
6. Using firearms proficiently			
7. Performing operation 100s			
8. Controlling riots and civil disturbances			
9. Patrolling a district or assigned area			
10. Investigating reported offenses and activities			
11. Taking statements and conducting interviews			
12. Conducting surveillance			
13. Contacting informants			
14. Recovering property			
15. Transporting prisoners			
16. Controlling traffic			
17. Assembling facts in chronological order			
18. Analyzing physical evidence			
19. Developing probable cause for filing of charges			
20. Processing the scene of a search warrant			
21. Testifying in court			
Number of criteria applicable to position:	0	0	0

Exhibit A3: Positions Reviewed and Scores on Criteria for Use of Sworn Powers: Executive Services Bureau

Criteria	Chief's Office Admin. Asst.	Asset Forfeiture Detective	Priv. Officer Lic. Investigator	Purchasing Project Officer	Inventory Control Officer	Supply Officer	Budget Prep. Officer
1. Enforcing laws and ordinances							
2. Making arrests		X	X				
3. Executing search warrants and seizures		X	X				
4. Using appropriate levels of force							
5. Apprehending, detaining and questioning persons		X	X				
6. Using firearms proficiently							
7. Performing operation 100s							
8. Controlling riots and civil disturbances							
9. Patrolling a district or assigned area							
10. Investigating reported offenses and activities	X	X	X				
11. Taking statements and conducting interviews		X					
12. Conducting surveillance							
13. Contacting informants							
14. Recovering property		X					
15. Transporting prisoners		X					
16. Controlling traffic							
17. Assembling facts in chronological order							
18. Analyzing physical evidence							
19. Developing probable cause for filing of charges							
20. Processing the scene of a search warrant							
21. Testifying in court							
Number of criteria applicable to position:	1	7	4	0	0	0	0

Exhibit A4: Positions Reviewed and Scores on Criteria for Use of Sworn Powers:
Administration Bureau

Criteria	Background Investigator	Recruiter	Academy Instructor	Firearms Instructor	Prof. Training Instructor	Training Project Officer	DARE Officer	GREAT Officer
1. Enforcing laws and ordinances							X	X
2. Making arrests								
3. Executing search warrants and seizures								
4. Using appropriate levels of force								
5. Apprehending, detaining and questioning persons								
6. Using firearms proficiently				X				
7. Performing operation 100s								
8. Controlling riots and civil disturbances								
9. Patrolling a district or assigned area								
10. Investigating reported offenses and activities							X	X
11. Taking statements and conducting interviews								
12. Conducting surveillance								
13. Contacting informants								
14. Recovering property								
15. Transporting prisoners								
16. Controlling traffic								
17. Assembling facts in chronological order								
18. Analyzing physical evidence								
19. Developing probable cause for filing of charges								
20. Processing the scene of a search warrant								
21. Testifying in court								
Number of criteria applicable to position:	0	0	0	1	0	0	2	2

Exhibit A5: Positions Reviewed and Scores on Criteria for Use of Sworn Powers: Operations Division

Criteria		Commercial Vehicle Inspector	Accident Investigator	Operations Officer	Traffic Analyst	Helicopter Observer
1.	Enforcing laws and ordinances	X	X			
2.	Making arrests	X				
3.	Executing search warrants and seizures					
4.	Using appropriate levels of force					
5.	Apprehending, detaining and questioning persons					
6.	Using firearms proficiently					
7.	Performing operation 100s			X	X	
8.	Controlling riots and civil disturbances					
9.	Patrolling a district or assigned area					
10.	Investigating reported offenses and activities	X	X			X
11.	Taking statements and conducting interviews		X			
12.	Conducting surveillance					
13.	Contacting informants					X
14.	Recovering property					
15.	Transporting prisoners					
16.	Controlling traffic					
17.	Assembling facts in chronological order					
18.	Analyzing physical evidence		X			
19.	Developing probable cause for filing of charges		X			
20.	Processing the scene of a search warrant					
21.	Testifying in court	X				
Number of criteria applicable to position:		4	5	1	1	2

Exhibit A6: Positions Reviewed and Scores on Criteria for Use of Sworn Powers:
Investigations Bureau

Criteria	Juvenile Detective	Fugitive App. Detective	Property Disposal Officer	Photographer /Fingerprinter	Firearms Release Officer
1. Enforcing laws and ordinances		X			
2. Making arrests		X			
3. Executing search warrants and seizures					
4. Using appropriate levels of force					
5. Apprehending, detaining and questioning persons		X			
6. Using firearms proficiently					
7. Performing operation 100s					
8. Controlling riots and civil disturbances					
9. Patrolling a district or assigned area					
10. Investigating reported offenses and activities	X	X			
11. Taking statements and conducting interviews	X				
12. Conducting surveillance					
13. Contacting informants					
14. Recovering property					
15. Transporting prisoners		X			
16. Controlling traffic					
17. Assembling facts in chronological order	X	X			
18. Analyzing physical evidence	X				
19. Developing probable cause for filing of charges	X				
20. Processing the scene of a search warrant	X				
21. Testifying in court					
Number of criteria applicable to position:	6	5	0	0	0

Appendix B: Review and Comments by Police Executive Research Forum

This appendix contains two letters from the Police Executive Research Forum (PERF). PERF is a national professional association of chief executives of large city, county and state police departments. PERF's stated purpose is to improve the delivery of police services and the effectiveness of crime control.

The first letter (October 25, 1996) comments on position descriptions and criteria for non-supervisory positions. The second letter (March 5, 1997) reviewed materials on KCPD's organizational and management structure and commented on the need for sworn presence in supervisory positions.

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CHUCK WEXLER
EXECUTIVE DIRECTOR

OCT 28 1996
CITY OF KANSAS
POLICE

October 25, 1996

Ms. Leslie E. Ward
Deputy City Auditor
24th Floor, City Hall
414 East 12th Street
Kansas City, MO 64106-2715

Dear Ms. Ward,

Having reviewed the documents relative to civilianization opportunities within the Kansas City Police Department, the following is in response to your four specific questions.

1. Is your process a reasonable approach to identifying positions in the department with civilian potential?

Response: Yes. Too often, sworn officers are assigned to positions that do not require sworn authority or training and expertise. By evaluating all the tasks encompassed by a position and identifying those that do and those that do not require arrest powers, protection against personal risk, or protection of others from risk, opportunities for civilianization become more clear.

2. Are there additional factors that pertain to civilianizing sworn positions that have not been considered?

Response: Yes. Not all position descriptions and other documents that were used to determine tasks of positions addressed knowledge, skills and abilities (KSAs). Before a determination to civilianize a position can be made, there must be a clear understanding of the KSAs that are deemed to be required in order to successfully complete the tasks and activities that constitute that particular position. Moreover, it is critical to understand which KSAs can be learned, obtained or developed after assuming the position and which KSAs must be possessed at the time of assignment to the position.

For example, the position of firearms instructor requires ordering of supplies, completing reports and maintaining a great many files. The specific knowledge required to perform these tasks can and, in many cases, must be obtained "on the job" after assuming the position. But familiarity with range safety practices

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(knowledge), firearm proficiency (skill), and instructional techniques (skill and ability) should be possessed at the time of hire.

In those instances, when sworn powers are not a position requirement but KSAs (specific to law enforcement) are determined to be required at the time of hire, it may be difficult to fill these positions with civilian applicants. Many departments that have undertaken the civilianization of such positions find that former or retired police officers, from their own and other departments, are the most qualified of those who apply for positions.

3. Are there additional methods recommended in analyzing the jobs of officers in administrative and support positions compared to jobs performed by civilians in the department?

Response: Yes. It would be useful to interview the immediate supervisor of each position under consideration for civilianization as well as the commander of the organizational component to which the position is allocated.

There appears to be little uniformity among the documents used to evaluate tasks within positions. It is not certain if these documents accurately portray all of the tasks associated to each position. Over time, positions may have been enlarged to include tasks that are not accurately reflected on older position description documents. In short, the job being done may be quite different than the one described on paper.

In some instances, only one or two tasks of a position suggest the need for a sworn incumbent. By interviewing the position's supervisor and commander, it could be determined if the position could be restructured by shifting sworn duties to others in the unit. In this way the position might be fully appropriate for civilianization or the logic as to why restructuring of the position is not a consideration will be understood. No position should be civilianized without first understanding all the ramifications that may result.

4. Based on PERF's experience, what are PERF's comments about the possible civilianization of listed positions; and if, in our opinion, particular jobs are not candidates for civilianization, what aspects of the jobs preclude it?

Response: With regard to the first 21 positions on the list, only one position is not recommended for civilianization. Position number two, recruiter, should remain as a uniformed sworn position. The department's success at attracting the most qualified, yet diverse group of applicants rests with the ability of recruiters to sell them on the department. It is a recognized fact that potential applicants, especially minorities and females, envision themselves as officers

page 3

through the image portrayed by "their" recruiter. The most successful recruitment teams are those made up of a fit and diverse group of males and females, who present an exemplary image in uniform. To many applicants, recruiters are their only perception of the department and how they see themselves fitting in. With a civilian recruitment team, much may be lost.

Note: There are inconsistencies among the written position descriptions of crime analysts and community intervention officers at the various patrol locations. Only the positions located at Patrol-South (positions 20 and 21) list ... "provide enforcement action against (alarm ordinance) violators." As such, positions 20 and 21 are the only ones that reflect a need for a sworn presence. Alarm ordinance violations are not usually criminal matters and thereby should not require a sworn presence. Interviews with the supervisor and the commander could lead to that singular task being reassigned, in order to support civilianization of the position.

With regard to positions 22-39, recommendations are as follows:

- 22. Project officer - professional training instructor;
- 23. Professional training instructor; and,
- 24. Academy instructor:

There is some overlap among the tasks identified in these positions. None of the tasks require sworn authority or an armed presence. Though the position descriptions do not indicate the requirement of specific KSAs associated with police work, a solid foundation in law enforcement subject matter is to be assumed. There is, however, no assumption that only currently sworn officers possess this foundation. Civilianization of some of these positions is fine as long as the position's KSAs are adequately met by the civilian incumbent(s). Based on the information provided, it appears that any of these three positions could be civilianized. However, the department should not discount the value of contemporary "street experience" brought to the classroom only by currently sworn instructors. It is PERF's recommendation that the core structure of the training division remain sworn with a mix of civilian and sworn instructors.

- 25. Canine officer:

Again, the documents describing this position do not adequately address the tasks required of the incumbent. When conducting building and area searches, drug detection, etc., canine officers are often vulnerable to violence at the hands of dangerous felons in the very commission of their crimes. This is only appropriate for a sworn position.

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- 26. Administrative aide-patrol bureau; and,
- 31. Administrative assistant-chief's office:

Though these positions are slightly different, they do have some common elements that suggest they are best left sworn. They both serve as aides/assistants to senior-level officials. Though not clearly and specifically outlined in their position descriptions, in this capacity it is not uncommon to be expected to accompany ranking officials to public events and on occasion, to critical incidents (even driving the command post bus). Position 31 does require the incumbent to provide security for the office of the chief and the chief, personally. Additionally, employees in these positions are most effective when they are recognized and respected, throughout the department, as a seasoned veteran working/speaking for the patrol commander or the chief.

- 27. Firearms instructor:

Appropriate for civilianization.

- 28. Perpetrator information center detective-violent crimes:

This position deals with extremely sensitive criminal intelligence information and cultivates informants capable of supplying this information. These are tasks that require a great deal of "street savvy" and sometimes involve significant personal risk. These positions should remain sworn.

- 29. Traffic analyst:

With one exception, the tasks associated with this position (as reflected by the documents submitted) do not require a sworn presence. The majority of the reports and documents generated by this position are unique to the position and thereby suggests that a newly assigned sworn officer will be no more suited to fill the position than a civilian with knowledge of law enforcement/traffic operations. The exception is a requirement to be on call, every third week, to drive the command post to incident scenes, if they occur. If this one responsibility were shifted to another position, this position would be appropriate for civilianization.

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30. Operation officer-special operations:

Though this position is responsible for several tasks that do not require a sworn presence, it is recognized that this position coordinates a great many operational activities within the division and with patrol. As such, a significant understanding of patrol and division operations is very useful. This position also has callback responsibility for the operation of the command post (see position 29). Additionally, this position coordinates efforts with outside law enforcement, such as the secret service, prior to and during VIP visits. Due to the extreme sensitivity of their operations, these agencies expect to coordinate only with sworn personnel.

31. Administrative assistant-chief's office:

See position 26.

32. GREAT officer; and,

33. DARE officer:

These positions are very similar as to responsibility. There has been much publicity lately as to the long-term value of the DARE program and other similar concepts. The department should initiate its own evaluation of these programs. However, if retained, the individuals responsible for the presentation of this material to the city's youths, should be sworn officers. Among the program's concepts is the premise that young children value the positive relationship they develop with actual officers - and that this will influence their behavior. The use of civilian staff in these positions would negate this possibility. These should remain sworn positions.

34. Helicopter observer:

The written position description provided for this position does not indicate a great many tasks that are sworn in nature, but the few that do apply are significant. The provision of "airborne" patrol and surveillance operations are effective in locating missing and wanted/fleeing persons, but one of the most important functions of the position has to do with increasing officer safety. Though it may be a rare occurrence, should the helicopter be the first unit to arrive at the scene of an officer in trouble, it may be that the observer can lend critical back-up assistance (from the air or on the ground). Though an argument could be made for civilianization of this position, it is not recommended.

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35. Private officer licensing detective:

This work includes tasks related to criminal investigations. Incumbents may be required to arrest and hold persons for whom outstanding warrants exist. As structured, this is a sworn position.

36. Commercial vehicle inspector:

Violations uncovered by these inspectors can easily result in arrest situations. This is especially true should they discover commercial vehicles being used for the transportation of drugs, stolen goods, etc. This function is also performed by the state (in an armed, civilian capacity). The department may wish to evaluate the possibility of turning this responsibility over to the state, entirely. However, if retained, sworn positions are preferred to the creation of armed, civilian positions.

37. Fugitive apprehension/arraignment detective:

As structured, this position includes tasks associated with felony warrant service and arrest team situations. These tasks require sworn positions. However, if it is possible to separate and retain arraignment activities in a separate position, there would be no need for it to be sworn. In fact, arraignment and booking activities may be shifted completely to jail or department of corrections staff, thereby eliminating this position and creating others that handle warrant service.

38. Juvenile detective:

Many of the tasks identified in the provided documents involve the booking and detention of juvenile offenders. These could be handled by civilian personnel or jail staff. But as structured, this position includes the investigation of criminal acts perpetrated by juvenile offenders, and the arrest of those juveniles. These are tasks that require a sworn position.

39. Asset forfeiture detective:

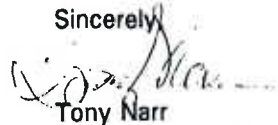
This is investigative work, but involves little opportunity for direct contact with criminals. Eighty percent of their work is civil in nature. The presence of other officers when these detectives are called to the scene, makes it possible for these activities to be completed by a civilian investigator/technician. The

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problem with civilianization of this type of investigative assignment is that it might result in the need for two investigators (one sworn - one civilian) to complete an investigation normally completed by one. In that instance, civilianization might increase the cost of some investigative efforts. Before these positions are civilianized, considerably more input from supervisors and the appropriate commander should be sought.

I trust you will find this evaluation addresses, to the degree possible from the documentation provided, your concerns regarding the civilianization of these select 39 positions. Please call me if you have any questions about these comments, observations and recommendations.

Sincerely,

A handwritten signature in dark ink, appearing to read "Tony Narr", is written over the word "Sincerely,".

Tony Narr

Senior Research Associate

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CHUCK WEXLER
EXECUTIVE DIRECTOR

March 5, 1997

Ms. Leslie E. Ward
Deputy City Auditor
24th Floor, City Hall
414 East 12th Street
Kansas City, MO 64106-2715

Dear Ms. Ward,

This is in reply to your request for the Police Executive Research Forum (PERF) to review certain positions within the Kansas City Police Department for potential civilianization. The observations contained in this document are based on PERF's experience with these types of positions in other police departments, best practices and professionally accepted standards, and the information your office provided about the specific positions to be reviewed.

Before addressing the mix of sworn and civilian staff assigned to the various bureaus within the department, it is advisable look at bureau structure and the size and complexity of functional components within the bureaus.

Many police departments the size of Kansas City's are broken into three primary bureaus: operations; support; and, administration. Commonly noted variations of this include: patrol, investigations; and, administration (with support components divided among the three bureaus. Though there should be a logical grouping of components within each bureau, it is less important how bureaus are structured than how well the structure works.

The four bureau structure in the Kansas City Police Department includes patrol, administration and investigation. Additionally, some of the functional components typically found in support and administrative bureaus are broken out to form two divisions that make up the fourth bureau, the executive services bureau. Each bureau is commanded by a deputy chief at the rank of lieutenant colonel.

Executive Services Bureau Office - 1 lieutenant colonel

The executive services bureau's deputy chief also serves as the department's acting chief when needed. Unlike in the other bureau commands, this deputy chief is not allocated any sworn or civilian office staff specifically for the

operation of his command. However, being situated within the office of the chief, he may utilize the sergeant, two police officers and/or five civilians assigned to the office of the chief. The deputy chief oversees two divisions, each commanded by a major.

Fiscal Planning Division - sworn: 1 major

Overseeing the planning and research unit, the financial services unit, the budget preparation and control unit, and the fleet operations unit, does not require a sworn position.

Planning and Research Unit - sworn: 1 captain, 2 Sergeants, 7 officers

Financial Services Unit - sworn: 1 captain, 3 sergeants, 4 officers

Budget Preparation and Control Unit - sworn: 1 captain, 2 sergeants, 2 officers

Fleet Operations Unit - sworn: 1 sergeant

There is also no need for a sworn presence in the management positions heading the four units, three of which are currently at the level of captain. The fleet operations unit is headed by a civilian manager.

However, this is not to say, for example, that police experience or significant understanding of police duties, tasks, functions and operations are not critical to the effective completion and/or review of research projects or police policy development. Quite often, they are very critical. What is not critical is a sworn presence. Therefore, a competent civilian with the appropriate knowledge, skills and abilities (KSAs) and possibly former sworn experience, may be able to provide the same level of managerial performance as current police officials. This is true for any of the units in this division.

Though civilianization of all of these positions is possible, it is not recommended all at once. If undertaken, it would be advisable to civilianize the captains positions, gradually, to ensure the greatest opportunity for the division major to work with new managers, one at a time, during their transition. Only after the transition from sworn to civilian positions at the unit management level is complete, should the civilianization of the division major's position be considered.

For the same reasons, the positions of sergeant and police officer in each of the four units in the fiscal planning division, except the detectives in the asset forfeiture function, require the incumbent to possess relevant KSAs, not sworn powers. If a suitable applicant with the appropriate KSAs for a specific position is available, a sworn to civilian transition is possible. However, it is again recommended that transitions within the same unit be gradual so as to preserve institutional memory and not strip too much experience at one time.

Professional Standards Division - sworn: 1 major

Having oversight for the internal affairs and intelligence units, the position of major, as commander of the professional standards division, is appropriate.

Media Relations Office - sworn: 1 captain, 1 sergeant, 1 officer

In addition to the sworn staff, there are three civilian employees in this assignment. Typically, there are no tasks performed by personnel assigned to media relations functions that require a sworn presence. However, some police departments feel they are better represented (on television) by an officer in uniform. Others feel the on-camera professional demeanor of a civilian media representative projects a more objective viewpoint which is preferable to the uniform's "military" appearance. Often, departments of sufficient size to allocate several employees to this function, prefer a diverse mix of sworn and civilian staff. In this way, case by case sensitivity can be considered when media assignments are made. The rank level of the sworn personnel in these assignments varies, but usually does not exceed captain.

Administration Bureau Office - sworn: 1 lieutenant colonel, 1 major

The administration bureau's office staff consists of the deputy chief, a major and a civilian employee. This bureau oversees four divisions, each commanded by a major. It is commonly held in agencies this size, that a bureau chief overseeing four divisions requires sworn and civilian staff support. Most often this equates to one sworn administrative assistant and a civilian secretary. The rank level of the sworn assistant varies from department to department. Most often, however, these positions are held by sergeants or lieutenants (inasmuch as this department does not have the rank of lieutenant, the next available rank is captain). When the deputy chief's administrative assistant relays orders or directions to the division majors, he or she speaks for the deputy chief and with the deputy chief's authority. There is no need for the administrative assistant to be of rank equal to the division commanders, unless that individual is responsible for collateral duties that do justify a higher rank level. No such indication exists in the documents provided to PERF for review.

Information Services Division - sworn: 1 major

With oversight for the department's computer services unit and records unit, the managerial skills required of this position do not require the incumbent to possess sworn powers. The work being managed is more technical than police oriented. However, as is the case with many of these positions, the division commander (regardless of sworn/civilian status) must be keenly aware of the needs of police personnel (at various levels), prosecutors, the courts, other

agencies, etc., as well as legal mandates and limitations. Many departments have found that much of this experience and knowledge of the needs of police etc., can be obtained while occupying other supervisory civilian positions. This is a position that could sometimes be filled from within - permitting civilian upward mobility.

Computer Services Unit - sworn: 1 captain, 1 sergeant
Records Unit - sworn: 1 captain, 3 sergeants

As indicated under the information services division, these positions require an understanding of the needs of police and other users of information, but there is no need for the unit commander and/or any supervisor to be sworn. Current collateral duties - such as the bonding of prisoners - would be best handled by persons hired for that purpose. They need not be sworn. If possible, these duties should be transferred to trained detention personnel.

Operations Support Division - sworn: 1 major

This position requires knowledge of the department's communications and building maintenance needs. There is no sworn requirement.

Communications Unit - sworn: 1 captain, 1 sergeant

Again, these positions require an understanding of the needs of police. In this instance, specific awareness of police operations, police needs in the area of communications, and telephone reporting should be possessed. It is not uncommon for departments who use sworn personnel in these positions to rely on officer safety issues when justifying their use. The common argument is, officers on the street must be confident that some person in authority - at communications, should be familiar with street police activities. This will help to ensure that officers' requests (especially in emergencies) are honored without second-guessing. Most departments who have only civilian personnel in these positions find that seasoned dispatchers, supervisors and commanders meet this criteria without ever having been sworn. In Kansas City, only the captain's position remains sworn in the communications chain of command. This position could be filled by a civilian manager.

This is also the case with the sergeant's position in telephone reporting. All of the personnel in this section should be adequately trained in telephone reporting criteria, reporting procedures, report forms, and basic interviewing (what to ask). The need for the section supervisor to be sworn does not exist, unless collateral duties - not relayed to PERF - are required of the position.

Human Resources Division - Sworn: 1 major

This position oversees the employee benefits unit and the employment unit. Among the issues that commonly must be dealt with at this level, are labor contracts and negotiations and the administration of the sworn promotional process. In many departments this position is a member of the management's negotiating team. Though not a sworn requirement, if this is the case, sworn (high-ranking) authority is advantageous. If the position requires the incumbent to take an active role as a subject matter expert in the development of testing instruments for promotion, it should remain sworn.

Additionally, the responsibility for oversight of the hiring process should be relegated to a high-ranking, sworn, police official. The process of hiring new officers is extremely important. The future of the department lies in this series of tasks. Unquestionably, a knowledgeable civilian employee could oversee this process, and in many jurisdictions, they do. Sometimes they are employed by the department, at other times the city/county personnel office handles the entire process. However, when hiring is the responsibility of the police department, there are advantages to having a high-ranking official oversee the selection process. Usually, rigorous standards are to be upheld. Other officers will be very critical of the quality of new officers. When department officials are not in control of rejection, selection, and the application of the hiring criteria, criticism by officers is often stronger. It is a commonly held perception that a sworn manager will be more committed to hiring the best. Though this is often only a perception, many departments insist on keeping a sworn official at a high level in the process.

Depending on the responsibilities of the major's position, this one position could fulfill the rationale to keep a sworn manager over both employee benefits and employment.

Employee Benefits Unit - sworn: 1 captain, 1 or 2 sergeants

Employment Unit - sworn: 1 captain, 1 or 2 sergeants, 5 or 6 investigators

For the reasons noted above, there should be some sworn managerial presence in both of these units. If the major's position includes the roles of management negotiator, promotional process administrator and/or selection process reviewer, then both of these positions could be handled by competent managers, possessing the needed KSAs, but who are not sworn. However, if the need for sworn oversight exists (as described) and the major cannot perform these tasks, then civilianization of the captains' positions would not be ideal.

Below the command level, there is no requirement for any sworn presence (supervisory or other) in the benefits or personnel records sections.

The employment section is usually where backgrounds are completed for police officer applicants. It has been PERF's experience that most of these tasks do not require the background investigator to be sworn. However, to some degree, interaction with other agencies is better handled by sworn officers. A number of agencies have hired civilian background investigators (often former police officers). By retaining sworn supervisors, any remaining sworn needs can be easily met.

The reliability of polygraph examinations depends on the skill of the polygraphist, not his or her sworn/civilian status. If properly trained and experienced civilian personnel are available, there is no need to use sworn officers. Like many others, this department, finds that they have no full-time need for polygraphists in the employment section. Therefore, these employees also perform criminal functions. It is those functions, not employment related tasks, that should determine the justification for sworn/civilian status.

Training Division

Basic Training Unit - sworn: 1 sergeant, 2 officers

These sworn positions, as trainers in the firearms training section, do not require sworn powers, with the possible exception of when transporting weapons. The KSAs that are required of this position will likely be possessed only by a current or former officer. The quality of these instructors is critical to officer safety and cannot be compromised. The sworn/civilian status of these positions is far less important than the ability of the incumbent.

Investigations Bureau Office - sworn: 1 lieutenant colonel, 1 sergeant

The investigations bureau deputy chief, who oversees four divisions is supported by a sergeant and a civilian employee. It is PERF's experience that the rank of sergeant is more consistent with the duties and tasks performed by a sworn administrative assistant.

Violent Crimes Division

Robbery Unit

Perpetrator Information Center - sworn: 1 sergeant, 2 detectives

Charged with the responsibility for collecting and entering data related to known perpetrators, making and retaining videotapes of interviews, etc., these positions have little lead-role contact with perpetrators. These detectives do interview some perpetrators after they are detained. They may also be in

contact with them during videotaping, but not outside the presence of other sworn personnel. There appears to be no sworn requirement to perform these tasks, but the effectiveness of persons in these roles depends on their ability to interview, and is often enhanced by their familiarity with known offenders, their traits, associates, etc. All of this can be learned, or transferred, but care should be taken not to disrupt the flow of working knowledge possessed by incumbents. Most effective applicants would likely be former police officers. As in most instances, any transition should be gradual.

Investigations Support Division

Detention Unit - sworn: 1 captain, 6 sergeants

In many jurisdictions, detention functions are performed by detention officers who are not even assigned to the police department. When dealing with prisoners, police and others should be unarmed. As such, there is no sworn (police) authority required. This entire unit could be operated by competent, trained, civilian personnel, designated as detention officers.

Investigative Services Unit

Fugitive Section - sworn: 1 sergeant, 11 detectives

Civilianization in this function is should only be undertaken when it is possible to break out tasks that do not call for contact between wanted persons and the incumbent. Some telephone tracking and clerical tasks can be handled by civilians and thereby reduce the number of sworn officers needed. It is also possible to create an armed civilian position exclusively for the transporting of wanted persons between detention facilities. However, this may not result in significant savings. If this is done, these positions could be assigned to the detention unit. With shifting workload and a significant number of inter-related tasks, there is not always much to be gained by civilianization in this area.

Property and Evidence Section - sworn: 2 sergeants, 2 officers

There is no reason to use sworn officers in this capacity. These positions should be civilianized.

Crime Scene Investigations Section - sworn: 3 sergeants

Regional Crime Laboratory - sworn: 1 sergeant, 1 officer

The tasks performed by these positions are complex, technical and extremely important. There is, however, nothing about them that requires the incumbents or their supervisor(s) to be sworn. Civilians who possess the KSAs and experience to perform crime scene duties are often former police officers.

Personnel assigned to positions in crime laboratories should also be selected only for their abilities. Sworn status is insignificant.

Patrol Bureau Office - 1 lieutenant colonel, 1 major, 1 sergeant, 1 officer

The patrol bureau deputy chief is supported by a major, a sergeant, a police officer and a civilian employee. With approximately 780 employees (sworn and civilian), this bureau is the department's largest. The deputy chief oversees six divisions, each commanded by a major. Additionally, a sergeant is assigned to act as the department's liaison to the municipal court. It would not be uncommon for a bureau of this size to justify two sworn administrative assistants to support the deputy chief. The documentation provided, does not include office workload. Without such data, the need for a third sworn office staffer cannot be properly addressed. Again, unidentified collateral duties withstanding, there is no particular justification for the rank level of sworn office staff to exceed sergeant or captain.

Municipal Court Liaison - sworn: 1 sergeant

The court liaison sergeant should remain a separate assignment - not part of the patrol bureau chief's staff. Most often these positions include liaison with prosecutors and the presentation of cases to the grand jury. This requires significant investigative experience and is best handled by a sworn officer. However, in some agencies, this position is only responsible for the notification of officers and subsequent coordination of their appearance at trials. In those instances, there is no justification for a sworn position.

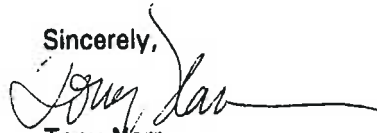
Traffic Unit Office - sworn: 1 officer (traffic analyst)

This is a non-enforcement position and could be handled by a person with the requisite analytical skills. There is no sworn requirement for a position of this type.

Again, let me stress that these observations are limited to the information provided about the positions to be reviewed. There may other collateral duties performed by some of the incumbents of these positions that require sworn authority. Most importantly, it would be difficult and ill-advised to undertake the civilianization of more than a very few positions at one time within a single function. The sworn personnel currently performing these tasks have gained a great deal of knowledge and experience that cannot be easily replaced or transferred. It is typically PERF's recommendation, even when a department intends only to replace sworn personnel with other sworn personnel, the risk of losing critical expertise is so significant, only small steps should be taken.

If we may be of any further assistance to you in this or other matters, please feel to call on Craig Fraser or me at PERF's Washington DC office at (202) 466-7820.

Sincerely,

A handwritten signature in black ink, appearing to read "Tony Narr", with a long horizontal flourish extending to the right.

Tony Narr
Senior Research Associate

Appendix C: Staffing Information from Other Police Departments

We surveyed 15 other police departments for comparison with the KCPD. The rationale for selecting the police departments we surveyed resulted in a selection of fifteen cities chosen for several reasons. St. Louis' department was chosen because it, like the KCPD, has a state-appointed governing board and is a separate entity from city government. Experts in police department administration recommended four cities to us as good examples of civilianization efforts. The remaining departments had been the subject of the City Auditor's Office's June 1996 Preliminary Review of the KCPD and/or were chosen for this study because of their similarities to KCPD and their relative success in civilianizing their organizations. (See Exhibit C1.)

Exhibit C1: Bases for Selection of Comparable Police Departments

Organizationally similar to KCPD with a state-appointed Board of Police Commissioners. (St. Louis)

Recommended by policing experts as good civilianization examples. (Anchorage, Reno, Las Vegas, Oakland)

Departments about same size as KCPD; about same number of sworn officers; high percentage of civilians. (Albuquerque, Long Beach)

On City Auditor's Office's list of comparison cities and with about 70% sworn and 30% civilian personnel. (Austin, Memphis, Indianapolis, Seattle)

Departments studied by the city auditor in the *Preliminary Review* of KCPD. (Cincinnati, Fort Worth, Oklahoma City, Portland)

The following six tables summarize the result of our survey. Each department reported their staffing patterns for the following functions:

- Fiscal (budget, accounting, finance)
- Human Resources
- Information Systems
- Planning and Research
- Property and Evidence
- Training

Included in the tables are the number of personnel and their sworn/civilian status for each unit. The number of staff positions is exclusive of the staff included in the "unit manager" column.

Exhibit C2: Sworn and Civilian Staffing: Fiscal Units

Department	Staff Positions		Unit Manager
	Sworn	Civilian	
Albuquerque	None	7	Civilian
Anchorage	None	2	Civilian
Austin	None	11	Civilian
Cincinnati	None	7	Civilian
Fort Worth	None	12	Civilian
Indianapolis	1	9	Civilian
Kansas City	12	19	Sworn
Las Vegas	None	27	Civilian
Long Beach	None	4	Civilian
Memphis	2	2	Sworn
Oakland	None	14 ¹³	Civilian
Oklahoma City	1	4	Sworn
Portland	3	19	Civilian
Reno	None	6	Civilian
Seattle	None	20	Civilian
St. Louis	None	10	Civilian

Exhibit C3: Sworn and Civilian Staffing: Human Resources

Department	Staff Positions		Unit Manager
	Sworn	Civilian	
Albuquerque	None	8	Civilian
Anchorage	1	3	Civilian
Austin	None	9	Civilian
Cincinnati	2	3	Sworn
Fort Worth	None	Not available	Civilian
Indianapolis	5	7	Sworn
Kansas City	9	21	Civilian
Las Vegas	11	28	Sworn
Long Beach	2	8	Not Available
Memphis	None	5	Civilian
Oakland	6	10	Sworn
Oklahoma City	2	7	Sworn
Portland	6	8	Sworn
Reno		No comparable unit	
Seattle	5	17	Sworn
St. Louis	3	11	Civilian

¹³ Also includes planning function.

Exhibit C4: Sworn and Civilian Staffing: Planning & Research

Department	Staff Positions		Unit Manager
	Sworn	Civilian	
Albuquerque	None	6	Civilian
Anchorage		No comparable unit	
Austin	None	8	Civilian
Cincinnati	7	7	Sworn
Fort Worth	None	Not available	Civilian
Indianapolis	4	6	Sworn
Kansas City	10	5	Sworn
Las Vegas		No comparable unit	
Long Beach	7	2	Sworn
Memphis	6	1	Sworn
Oakland	None	Not available ¹⁴	Civilian
Oklahoma City	9	2	Sworn
Portland	5	10	Sworn
Reno		No comparable unit	
Seattle	None	Not available	Civilian
St. Louis	4	5	Civilian

Exhibit C5: Sworn and Civilian Staffing: Information Systems

Department	Staff Positions		Unit Manager
	Sworn	Civilian	
Albuquerque	None	2	Civilian
Anchorage	None	8	Civilian
Austin		No comparable unit	
Cincinnati		No comparable unit	
Fort Worth		No comparable unit	
Indianapolis	3	10	Sworn
Kansas City	2	54	Sworn
Las Vegas	1	53	Sworn
Long Beach		No comparable unit	
Memphis	None	7	Civilian
Oakland		No comparable unit	
Oklahoma City		No comparable unit	
Portland	None	11	Civilian
Reno		No comparable unit	
Seattle	None	13	Civilian
St. Louis	None	35	Civilian

¹⁴ Included in fiscal unit.

Exhibit C6: Sworn and Civilian Staffing: Training

Department	Staff Positions		Unit Manager
	Sworn	Civilian	
Albuquerque	15	None	Sworn
Anchorage	5	1	Sworn
Austin	19	6	Sworn
Cincinnati	64	8	Sworn
Fort Worth	13	Not available	Sworn
Indianapolis	15	7	Sworn
Kansas City	26	4	Sworn
Las Vegas	15	10	Sworn
Long Beach	12	4	Sworn
Memphis	26	5	Sworn
Oakland	9	3	Sworn
Oklahoma City	12	1	Sworn
Portland	12	5	Sworn
Reno	7	None	Sworn
Seattle	Not available	Not available	Sworn
St. Louis	14	7	Sworn

Exhibit C7: Sworn and Civilian Staffing: Property & Evidence

Department	Staff Positions		Unit Manager
	Sworn	Civilian	
Albuquerque	None	4	Civilian
Anchorage	None	14	Civilian
Austin	None	18	Civilian
Cincinnati	9	7	Sworn
Fort Worth	None	12	Civilian
Indianapolis	None	18	Civilian
Kansas City	5	7	Sworn
Las Vegas	None	20	Civilian
Long Beach	1	6	Sworn
Memphis	None	18	Civilian
Oakland	1	Not available	Sworn
Oklahoma City	9	4	Sworn
Portland	None	13	Civilian
Reno	None	25 ¹⁵	Civilian
Seattle	2	14	Sworn
St. Louis	None	2	Civilian

¹⁵ Also includes records function.

Appendix D: Cost Comparisons of Sworn and Civilian Positions

We developed an estimate of the cost difference between the department's current practice of using sworn personnel in 78 administrative and support positions and our recommended use of civilians in those positions. Our method for comparing costs of sworn and civilian positions in the department included several steps described below.

The current cost of sworn positions is based on:

- The annual salary for each rank at the mid-point of the salary range.
- The annual cost of the uniform or clothing allowance that each sworn officer receives, estimated at \$600.
- The annual cost of the college incentive pay that each sworn officer with an associate's, bachelor's, or master's degree receives. We calculated a weighted average for each rank, based on the proportions of each rank receiving each amount for one pay period in October 1996.
- The annual cost of the employer pension and social security contributions for sworn officers, in excess of the pension and social security contributions for Police Department civilian employees. This difference is 11.4 percent of salary, as shown below.

Exhibit D1: Pension Contribution Rates as of April 30, 1997

City's Contribution As Percent of Salary	Police Officers	Police Civilians	Difference
Pension	20.60%	3.00%	17.60%
Social Security	1.45%	7.65%	(6.20%)
Total	22.05%	10.65%	11.40%

Sources: Police Retirement Systems 1997 Annual Reports and Police Department staff.

Exhibits D2 through D4 summarize the sworn salaries and cost differences by bureau. The subsequent exhibits list civilian positions used as comparisons for each rank, individually by bureau. Unless otherwise noted, all salaries are monthly.

Exhibit D2: Salaries of Sworn Positions, Annual

Title	Midpoint	Uniform	College	Pension	Total
Officer	\$38,658	\$600	\$221	\$4,407	\$43,886
Detective & Investigator	38,658	600	272	4,407	43,937
Sergeant	52,566	600	423	5,993	59,582
Captain	60,900	600	683	6,943	69,126
Major	67,128	600	700	7,653	76,081

Exhibit D3: Total Cost Savings by Bureau and Rank

Bureau	Officers*	Sergeants	Captains	Majors	Total
Executive Services	\$111,329	\$123,827	\$ 47,591	\$11,293	\$294,039
Administration	62,371	99,311	79,318	22,585	263,585
Investigations	126,423	178,305	15,864	0	320,592
Patrol	90,826	0	0	0	90,826
Total	\$390,949	\$401,443	\$142,772	\$33,878	\$969,042

* "Officers" includes detectives, investigators, and other officers.

Exhibit D4: Total Cost Savings by Bureau with Numbers of Identified Civilianization Opportunities

Bureau	Positions Recommended for Civilianization	Estimated costs if staffed by:		Cost Difference
		Law Enforcement	Civilians	
Executive Services	22	\$1,183,274	\$ 889,235	\$294,039
Administration	25	1,397,861	1,134,276	263,585
Investigations	20	1,060,221	739,629	320,592
Patrol	11	482,746	391,920	90,826
Total	78	\$4,124,102	\$3,155,060	\$969,042

Exhibit D5: Civilian Non-supervisory Positions Used as Comparison to Officers: Executive Services Bureau

Unit	Title	Minimum	Maximum	Midpoint
Budget Prep & Control	Budget Analyst	\$1,944	\$3,731	\$2,838
	Budget Assistant	1,847	3,383	2,615
	Average			\$2,726
Financial Services	Warehouse Spec.	\$1,944	\$3,731	\$2,838
	Purchasing Agent	2,142	4,112	3,127
	Accounting Asst.	1,847	3,383	2,615
	Input Control Op. II	1,520	2,782	2,151
	Payroll Specialist	1,847	3,383	2,615
	Midrange Sys. Admin.	2,669	5,001	3,835
	Inventory Specialist	1,520	2,782	2,151
	Average			\$2,762
Media Relations	Public Affairs Spec.	\$1,847	\$3,383	\$2,615
	Pub. Relns. Dev. Spec.	2,142	4,112	3,127
	Average			\$2,871
Planning & Research	Admin. Assistant	\$1,674	\$3,068	\$2,371
	Operations Analyst	2,421	4,534	3,478
	Graphic Illustrator	1,944	3,731	2,837
	Average			\$2,895

Exhibit D6: Civilian Supervisory Positions Used as Comparison to
Sergeants: Executive Services Bureau

Unit	Title	Minimum	Maximum	Midpoint
Financial Services	Supervisor, Accounting	\$2,800	\$5,250	\$4,025
	Accounts Administrator	2,142	4,112	3,127
	Average			\$3,576
Media Relations	Supervisor, Media Rels.	\$2,542	\$4,763	\$3,653
Planning & Research	Budget Administrator	\$2,542	\$4,763	\$3,653
Fleet Operations	Crew Leader, Fleet Ops.	\$2,040	\$3,918	\$2,979
	Crew Leader, Auto Parts	1,674	3,068	2,371
	Average			\$2,675

Exhibit D7: Civilian Supervisory Positions Used as Comparison to
Captains: Executive Services Bureau

Unit	Title	Minimum	Maximum	Midpoint
Building Operations	Facilities Manager	\$3,088	\$5,789	\$4,439

Exhibit D8: Civilian Supervisory Positions Used as Comparison to
Majors: Executive Services Bureau

Unit	Title	Minimum	Maximum	Midpoint
Human Resources	Manager	\$3,752	\$7,037	\$5,395
Criminalistics	Director	3,573	6,702	5,138
Legal Office	Legal Advisor	3,941	7,389	5,665
	Average			\$5,399

Exhibit D9: Annual Savings From Positions Recommended for Civilianization: Executive
Services Bureau

Rank	No.	Assignment	Sworn Costs				Civilian Costs		Unit Savings (Costs)
			Midpoint Salary	Benefits	Total	Unit	Midpoint Salary	Unit Total	
Officer	2	Budget	\$ 38,658	\$ 5,228	\$ 43,886	\$ 87,772	\$ 32,715	\$ 65,430	\$ 22,342
	4	Financial Services	38,658	5,228	43,886	175,544	33,140	132,559	42,985
	1	Media Relations	38,658	5,228	43,886	43,886	34,452	34,452	9,434
	4	Planning & Research	38,658	5,228	43,886	175,544	34,744	138,976	36,568
Total	11					\$482,746		\$371,417	\$111,329
Sergeant	2	Financial Services	\$ 52,566	\$ 7,016	\$ 59,582	\$119,163	\$ 42,912	\$ 85,824	\$33,339
	2	Media Relations	52,566	7,016	59,582	119,163	43,830	87,660	31,503
	2	Planning & Research	52,566	7,016	59,582	119,163	43,830	87,660	31,503
	1	Fleet Operations	52,566	7,016	59,582	59,582	32,100	32,100	27,482
Total	7					\$417,071		\$293,244	\$123,827
Captain	1	Budget	\$ 60,900	\$ 8,226	\$ 69,126	\$ 69,126	\$ 53,262	\$53,262	\$ 15,864
	1	Financial Services	60,900	8,226	69,126	69,126	53,262	53,262	15,864
	1	Planning & Research	60,900	8,226	69,126	69,126	53,262	53,262	15,864
Total	3					\$207,377		\$159,786	\$ 47,591
Major	1	Fiscal Planning	\$67,128	\$ 8,953	\$ 76,081	\$ 76,081	\$64,788	\$ 64,788	\$ 11,293
Total	1					\$ 76,081		\$ 64,788	\$ 11,293
Bureau Total	22					\$1,183,274		\$889,235	\$294,039

Exhibit D10: Civilian Non-supervisory Positions Used as Comparison to Officers: Administration Bureau

Unit	Title	Minimum	Maximum	Midpoint
Training	Firearms Instructor	\$2,421	\$4,534	\$3,478
Human Resources	Personnel Specialist	\$1,944	\$3,731	\$2,838
	Benefits Specialist	1,944	3,731	2,838
	Testing Specialist	1,944	3,731	2,838
Average				\$2,838

Exhibit D11: Civilian Supervisory Positions Used as Comparison to Sergeants: Administration Bureau

Unit	Title	Minimum	Maximum	Midpoint
Records	Sup., Communications	\$2,542	\$4,763	\$3,653
Human Resources	Senior Polygraph Examiner	\$2,669	\$5,001	\$3,835
	Sup., Personnel Records	2,669	5,001	3,835
	Benefits Supervisor	2,669	5,001	3,835
Average				\$3,835
Training	Training Sup., Communications	\$2,542	\$4,763	\$3,653
Communications	Sup., Communications Support	\$2,669	\$5,001	\$3,835
	Sup., Communications	2,542	4,763	3,653
	Average			\$3,744

Exhibit D12: Civilian Supervisory Positions Used as Comparison to Captains: Administration Bureau

Unit	Title	Minimum	Maximum	Midpoint
Building Operations	Facilities Manager	\$3,088	\$5,789	\$4,439
Communications	Technical Systems Manager	\$3,088	\$5,789	\$4,439

Exhibit D13: Civilian Supervisory Positions Used as Comparison to Majors: Administration Bureau

Unit	Title	Minimum	Maximum	Midpoint
Human Resources	Manager	\$3,752	\$7,037	\$ 5,395
Criminalistics	Director	\$3,573	\$6,702	\$ 5,138
Legal Office	Legal Advisor	\$3,941	\$7,389	\$ 5,665
Average				\$ 5,399

Exhibit D14: Annual Savings From Positions Recommended for Civilianization: Administration
Bureau

Rank	Officers		Sworn Costs				Civilian Costs		Unit Savings (Cost)
	No.	Assignment	Midpoint Salary	Benefits	Total	Unit	Midpoint Salary	Unit Total	
Officer & Detective	4	Budget	\$ 38,658	\$ 5,228	\$ 43,886	\$175,544	\$ 41,730	\$166,920	\$ 8,624
	2	Financial Services	38,658	5,228	43,886	87,772	41,730	83,460	4,312
	5	Human Resources	38,658	5,279	43,937	219,685	34,050	170,250	49,435
Total	11					\$483,001		\$420,630	\$62,371
Sergeant	3	Records	\$ 52,566	\$ 7,016	\$ 59,582	\$178,745	\$46,020	\$138,060	40,685
	1	Human Resources	52,566	7,016	59,582	59,582	46,020	46,020	13,562
	1	Firearms Instructor	52,566	7,016	59,582	59,582	43,830	43,830	15,752
	2	TSO Supervisor	52,566	7,016	59,582	119,163	44,925	89,850	29,313
Total	7					\$417,071		\$317,760	\$99,311
Captain	1	Records	\$60,900	\$ 8,226	\$ 69,126	\$ 69,126	\$ 53,262	\$ 53,262	\$15,864
	1	Information Services	60,900	8,226	69,126	69,126	53,262	53,262	15,864
	2	Human Resources	60,900	8,226	69,126	138,251	53,262	106,524	31,727
	1	Communications	60,900	8,226	69,126	69,126	53,262	53,262	15,864
Total	5					\$345,628		\$266,310	\$79,318
Major	1	Information Services	\$67,128	\$ 8,953	\$ 76,081	\$ 76,081	\$ 64,788	\$ 64,788	\$11,293
	1	Operations Support	67,128	8,953	76,081	76,081	64,788	64,788	11,293
Total	2					\$152,161		\$129,576	\$22,585
Bureau Total	25					\$1,397,861		\$1,134,276	\$263,585

Exhibit D15: Civilian Non-supervisory Positions Used as Comparison to Officers: Investigations Bureau

Unit	Title	Minimum	Maximum	Midpoint
Property & Evidence	Crime Scene Tech.	\$1,944	\$3,731	\$2,838
	Color Photographic Processor	1,847	3,383	2,615
	Average			\$2,727
Fingerprint Identification	Latent Print Examiner	\$1,994	\$3,731	\$2,863
Fugitive Apprehension	Detention Facility Off.	\$1,674	\$3,068	\$2,371

Exhibit D16: Civilian Supervisory Positions Used as Comparison to Sergeants: Investigations Bureau

Unit	Title	Minimum	Maximum	Midpoint
Property & Evidence	Sup., Forensic Photo.	\$2,669	\$5,001	\$3,835
	Sup., Fingerprint Ident.	2,142	4,112	3,127
	Average			\$3,481
Crime Scene Investigations	Sup., Forensic Photo.	\$2,669	\$5,001	\$3,835
	Sup., Fingerprint Ident.	2,142	4,112	3,127
	Average			\$3,481
Detention	Sup., Detention Facility	\$2,421	\$4,534	\$3,478

Exhibit D17: Annual Savings From Positions Recommended for Civilianization: Investigations Bureau

Rank	No.	Assignment	Sworn Costs				Civilian Costs		Unit Savings (Costs)
			Midpoint Salary	Benefits	Total	Unit	Midpoint Salary	Unit Total	
Officer & Detective	3	Property & Evidence	\$38,658	\$5,228	\$43,886	\$131,658	\$32,715	\$98,145	\$33,513
	6	Fugitive Apprehension & Arraignment	38,658	\$5,279	\$43,937	263,622	28,452	170,712	92,910
Total	9					\$395,280		\$268,857	\$126,423
Sergeant	2	Property & Evidence	\$52,566	\$7,016	\$59,582	\$119,163	\$41,772	\$83,544	35,619
	3	Crime Scene Investigations	52,566	7,016	59,582	178,745	41,772	125,316	53,429
	5	Detentions	52,566	7,016	59,582	297,908	41,730	208,650	89,258
Total	10					\$595,815		\$417,510	\$178,305
Captain	1	Detention	\$60,900	\$8,226	\$69,126	\$69,126	\$53,262	\$53,262	\$15,864
Total	1					\$69,126		\$53,262	\$15,864
Bureau Total	20					\$1,060,221		\$739,629	\$320,592

Exhibit D18: Civilian Non-supervisory Positions Used as
Comparison to Officers: Patrol Bureau

Unit	Title	Minimum	Maximum	Midpoint
Crime Analyst	Budget Analyst	\$1,944	\$3,731	\$2,838
	Intelligence Analyst	1,944	3,731	2,838
	Operations Analyst	2,421	4,112	3,478
	Average			\$3,051
Community Relations	Public Affairs Spec.	\$1,847	\$3,383	\$2,615
	Pub. Rel. Dev. Spec.	2,142	4,112	3,127
	Average			\$2,871
Traffic Analyst	Budget Analyst	\$1,944	\$3,731	\$2,838
	Intelligence Analyst	1,944	3,731	2,838
	Operations Analyst	2,421	4,534	3,478
	Average			\$3,051

Exhibit D19: Annual Savings From Positions Recommended for Civilianization: Patrol Bureau

Rank	No.	Assignment	Sworn Costs				Civilian Costs		Unit Savings (Costs)
			Midpoint Salary	Benefits	Total	Unit	Midpoint Salary	Unit Total	
Officer	5	Crime Analyst	\$38,658	\$5,228	\$43,886	\$219,430	\$36,610	\$183,050	\$36,380
	5	Community Relations	38,658	5,228	43,886	219,430	34,452	172,260	47,170
	1	Traffic Analyst	38,658	5,228	43,886	43,886	36,610	36,610	7,276
Bureau Total	11					\$482,746		\$391,920	\$90,826

Appendix E

Police Chief's Response

Police

KC/MO

Floyd O. Bartch
Chief of Police

Chief's Office
1125 Locust Street
Kansas City, Missouri 64106
Office (816) 234-5010
Fax (816) 234-5013

August 31, 1998

AUG 31

CITY AUD

Mr. Mark Funkhouser
City Auditor
City Hall
414 East 12th Street
Kansas City, Missouri 64106

Re: Draft Report on Civilianization

Dear Mr. Funkhouser:

Thank you for providing a draft copy of your report on civilianization of the Kansas City, Missouri Police Department. I appreciate the fact that the command staff has been given an opportunity to review this report in draft form.

First, I want to let you know that the command staff of the Kansas City, Missouri Police Department wholeheartedly supports the concept of civilianization. As stated on page twenty-three (23) of your draft report, we agree that the need for more patrol officers provides a compelling rationale for reassigning sworn personnel whose jobs could be performed by civilians. We also agree that the purpose and desired goal of civilianization is to place more officers on the street to do police functions. You will note that we have supported civilianization from our past efforts in that since 1972 we have converted approximately one hundred sixty-nine (169) positions from sworn to civilian.

One of your recommendations requires that I submit a civilianization plan to the Board of Police Commissioners in time to have an impact on the 1999-2000 budget process. Recent changes approved by the voters requiring a preliminary budget to be submitted to the Mayor during January, may make it difficult to develop and present a comprehensive plan to the Board of Police Commissioners in time to effect next year's budget process.

To: Mr. Mark Funkhouser, City Auditor
Re: Draft Report of Civilianization
August 31, 1998
Page 2

Again, I appreciate your support for additional police officers being assigned to community policing and other patrol activities. We will certainly work with you on any details that are appropriate for presenting this concept to the City Council and staff of the City.

Sincerely,

A handwritten signature in dark ink, appearing to read "Floyd O. Bartch". The signature is fluid and cursive, with the first name "Floyd" and last name "Bartch" clearly distinguishable.

Floyd O. Bartch
Chief of Police

FOB:Cp
cc: Members, Board of Police Commissioners